INTRODUCTION

AND INDUSTRY

AND OPEN SPACE

SAN FRANCISCO MASTER PLAN

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MASTER PLAN

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INTRODUCTION

§ 3.524 of the Charter of the City & County of San Francisco provides as follows:

> It shall be the function and duty of the city planning commission to adopt and maintain, including necessary changes therein, a comprehensive, long-term, general plan for the improvement and future development of the city and county to be known as the master plan. The master plan shall include maps, plans, charts, exhibits, and descriptive, interpretive, and analytical matter, based on physical, social, economic, and financial data, which together present a broad and general guide and pattern constituting the recommendations of the commission for the coordinated and harmonious development, in accordance with present and future needs, of the city and county and of any land outside the boundaries thereof which in the opinion of the commission bears a relation thereto.

State law requires that the Master Plan address seven issues: land use, circulation, housing, conservation, open space, noise and safety. Those issues can be organized in whatever way best suits the locality.

The San Francisco Master Plan is designed as a guide to the attainment of the following general goals:

- Protection, preservation, and enhancement of the economic, social, cultural, and esthetic values that establish the desirable quality and unique character of the city.

- Improvement of the city as a place for living, by aiding in making it more healthful, safe, pleasant, and satisfying, with housing representing good standards for all residents and by providing adequate open spaces and appropriate community facilities.

- Improvement of the city as a place for commerce and industry by making it more efficient, orderly, and satisfactory for the production, exchange and distribution of goods and services, with adequate space for each type of economic activity and improved facilities for the loading and movement of goods.

- Coordination of the varied pattern of land use with public and semi-public service facilities required for efficient functioning of the city, and for the convenience and well-being of its residents, workers, and visitors.

- Coordination of the varied pattern of land use with circulation routes and facilities required for the efficient movement of people and goods within the city, and to and from the city.
- Coordination of the growth and development of the city with the growth and development of adjoining cities and counties and of the San Francisco Bay Region.

The manner in which these general goals are to be attained is set forth through a statement of objectives and policies in a series of elements, each one dealing with a particular topic, which applys citywide. The Master Plan currently contains the following elements: Residence, Commerce and Industry, Recreation and Open Space, Community Facilities, Transportation, Community Safety, Environmental Protection and Urban Design. In addition, a Land Use Index cross-references the policies related to land use located throughout the Master Plan. Additional elements may be added from time to time.

The Plan also contains the following area plans which cover their respective geographic areas of the city: Downtown, Civic Center, Western Shoreline, Northeastern Waterfront, Central Waterfront, South Bayshore, Rincon Hill, Chinatown and Van Ness Avenue. Here the more general policies in the Master Plan elements are made more precise as they relate to specific parts of the city.

The Plan is intended to be an integrated, internally consistent and compatible statement of objectives and policies and its objectives, and policies are to be construed in a manner which achieves that intent. Sec. 101.1(b) of the Planning Code, which was added by Proposition M, November 4, 1986, provides as follows:

The following Priority Policies are hereby established. They shall be included in the preamble to the Master Plan and shall be the basis upon which inconsistencies in the Master Plan are resolved:

1. That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced;
2. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods;
3. That the City's supply of affordable housing be preserved and enhanced;
4. That commuter traffic not impede Muni transit services or overburden our streets or neighborhood parking;
5. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced;
6. That the City achieve the greatest possible preparedness to protect against injury and the loss of life in an earthquake;
7. That landmarks and historic buildings be preserved; and
8. That our parks and open space and their access to sunlight and vistas be protected from development.

I ELEMENTS

RESIDENCE

RESIDENCE

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AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

SAN FRANCISCO
MASTER PLAN

RESIDENCE

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DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

SUPPLY OF NEW HOUSING

OBJECTIVE 1

TO PROVIDE NEW HOUSING FOR ALL INCOME GROUPS IN APPROPRIATE LOCATIONS.

POLICY 1

Encourage development of housing on surplus, underused and vacant public lands.

POLICY 2

Facilitate the conversion of underused industrial and commercial areas to residential use.

POLICY 3

Promote the inclusion of housing in downtown commercial developments.

POLICY 4

Encourage infill housing on appropriate sites in established neighborhoods.

POLICY 5

Allow secondary units in areas where residents support such housing.

POLICY 6

Discourage development of new housing in areas unsuitable for residential occupancy, or on sites containing existing housing worthy of retention.

HOUSING DENSITY

OBJECTIVE 2

TO INCREASE SUBSTANTIALLY THE SUPPLY OF HOUSING WITHOUT OVERCROWDING OR ADVERSELY AFFECTING THE PREVAILING CHARACTER OF EXISTING NEIGHBORHOODS.

POLICY 1

Set allowable densities in established residential areas at levels which will maintain neighborhood scale and character.

POLICY 2

Encourage higher residential density in areas adjacent to downtown and in neighborhood commercial districts where higher density will not have harmful effects.

POLICY 3

In appropriate cases, consider the size of the unit in establishing allowable densities.

POLICY 4

Adopt specific zoning districts which conform to the generalized residential land use and density plans.

RETENTION OF EXISTING HOUSING

OBJECTIVE 3

TO RETAIN THE EXISTING SUPPLY OF HOUSING.

POLICY 1

Discourage the demolition of existing housing.

POLICY 2

Restrict the conversion of housing in commercial and industrial areas.

POLICY 3

Preserve the existing stock of residential hotels.

HOUSING CONDITION

OBJECTIVE 4

TO MAINTAIN AND IMPROVE THE PHYSICAL CONDITION OF HOUSING.

POLICY 1

Assure that existing housing is maintained in decent, safe and sanitary condition.

POLICY 2

Maintain and improve the existing supply of public housing.

POLICY 3

Promote and support voluntary housing rehabilitation.

POLICY 4

Preserve residential buildings of significant architectural merit.

AFFORDABILITY OF HOUSING

OBJECTIVE 5

TO PROVIDE HOUSING AFFORDABLE BY ALL INCOME GROUPS, PARTICULARLY LOW AND MODERATE INCOME HOUSEHOLDS.

POLICY 1

Use the City's financial powers and resources to reduce the cost and increase the supply of low and moderate income housing.

POLICY 2

Make maximum use of available federal and state housing subsidy programs.

POLICY 3

Seek inclusion of low and moderate income units in new housing development.

POLICY 4

Safeguard tenants from excessive rent increases while assuring landlords fair and adequate rents.

POLICY 5

Encourage energy efficiency in new residential development and weatherization in existing housing to reduce overall housing costs.

POLICY 6

Allow construction of a variety of innovative housing types that reduce cost.

POLICY 7

Encourage non-profit and limited equity ownership of housing.

POLICY 8

Ensure that office developments and higher educational institutions assist in meeting the housing demand they generate.

POLICY 9

Streamline the permit and environmental review processes to expedite housing construction.

POLICY 10

Ensure that the city's codes and development requirements do not unnecessarily increase the cost of housing.

NEIGHBORHOOD ENVIRONMENT

OBJECTIVE 6

TO PROVIDE A QUALITY LIVING ENVIRONMENT.

POLICY 1

Assure housing is provided with adequate public improvements, services and amenities.

POLICY 2

Allow appropriate neighborhood-serving commercial activities in residential areas.

POLICY 3

Minimize disruption caused by expansion of institutions into residential areas.

POLICY 4

Promote development of well designed housing.

POLICY 5

Modify proposed developments which have substantial adverse environmental impacts or otherwise conflict with the Master Plan.

ACCESSIBILITY

OBJECTIVE 7

TO PROVIDE MAXIMUM HOUSING CHOICE.

POLICY 1

Prevent housing discrimination based on age, race, religion, sex, sexual preference, marital status, ancestry, national origin, color or disability.

POLICY 2

Promote adaptability and maximum accessibility of residential dwellings for disabled occupants.

POLICY 3

Promote the availability of units suitable for groups with special housing needs including large families, the elderly, and those needing group housing and emergency shelter.

POLICY 4

Eliminate discrimination against households with children.

POLICY 5

Encourage economic integration in housing.

POLICY 6

Provide adequate rental housing opportunities.

POLICY 7

Expand opportunities for home ownership.

POLICY 8

Regulate the conversion of existing rental apartment buildings into condominiums or cooperatives.

POLICY 9

Ensure a distribution of quality board and care facilities.

POLICY 10

Promote the availability of units suitable for persons with varied lifestyles.

DISPLACEMENT

OBJECTIVE 8

TO AVOID OR MITIGATE HARDSHIPS IMPOSED BY DISPLACEMENT.

POLICY 1

Minimize relocation hardship and displacement caused by the demolition or conversion of housing.

POLICY 2

Permit displaced households the right of first refusal to occupy any replacement housing units.

POLICY 3

Provide relocation services where publicly funded actions cause displacement.

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REGIONAL COORDINATION

OBJECTIVE 9

TO ADDRESS HOUSING NEEDS THROUGH A COORDINATED REGIONAL APPROACH.

POLICY 1

Encourage the balancing of regional employment growth with the development and growth of housing in the region.

POLICY 2

Encourage rehabilitation and development of housing in the Bay Area which will meet regional housing needs and contribute to the quality of life in the region.

POLICY 3

Encourage the distribution of low- and moderate-income housing throughout the Bay Area.

RESIDENCE

INTRODUCTION

San Francisco's Residence Element addresses housing quantity, affordability, quality, and accessibility.

It does so at a time when the City faces an extraordinary housing situation. Costs are among the highest in the nation. The vacancy rate remains persistently low. The growth of jobs and the desire of people — the affluent, as well as the newly arrived foreign immigrant — to live in San Francisco — place added pressure on the city's housing stock.

Several assessments of housing need have been made. The results vary depending on the methodology used. Fully meeting the "need", however measured, will require a rate of production many times greater than what has been achieved in recent years. To begin to address the City's housing needs, production must at least approximate construction in the mid-1970's when about 2,500 units a year were built. The rent or purchase price of many of these units would be required to be reduced to make them affordable to lower income groups.

It is a fundamental goal of this Element to provide for every San Franciscan appropriate and affordable housing. For a variety of reasons, the supply of affordable housing is not expanding rapidly enough to match demand. The Federal government is totally revamping its approach to low/moderate income housing aid and cutting back funding so that adequate subsidies for new construction are not likely in the future. Interest rates, while considerably lower than several years ago, are still high and are edging upward again. These are factors over which the City has little or no control.

What can the City do to increase the supply of housing? It can assure that sufficient sites exist for housing at locations acceptable to the public; provide land use incentives for the production of housing; assist, to a limited extent, in the financing of housing; and can establish a favorable regulatory climate for new housing construction. This housing element is designed to do these things.

It is clear that new housing approaches must be developed and tested. The City has already taken some innovative steps — ones that are to continue under the Residence Element:

- San Francisco is pioneering in tying housing assistance to commercial development. No other big American city requires major office developers to assist in meeting the city's housing needs.

- The City is proposing to use high density zoning incentives to create whole new neighborhoods with thousands of units in areas close to downtown.

It is unlikely that state or local government can substitute for the substantial housing subsidies previously made available by the Federal Government. But significant cost reductions can be achieved through concurrent density bonus, mortgage bond financing and unit size reduction. The City will need to experiment with these cost reduction techniques in the years ahead. If we are to create new, affordable housing in the future, it may be necessary to revise our housing attitudes and standards and accept smaller units and higher densities. There is evidence that such acceptance is already occurring.

Given the high costs of new construction and financing, it is clear that the major source of housing in the future, and particularly the major source of low and moderate income housing, will be the existing supply. This Residence Element is designed to preserve that supply in a number of dimensions:

- It proposes to preserve the **quantity** of existing housing by discouraging demolition or conversion to other uses.
- It proposes to preserve **quality** by encouraging housing maintenance and rehabilitation.
- It proposes to preserve **affordability** through continued rent regulation and encouragement of non-profit ownership in rental housing.

Given the current state of the housing market, it is difficult to outline in a Master Plan element a specific blue print for solving the city's housing problems. What an element can do — and what this element does — is to indicate the appropriate general direction to move in, to take those steps that are within the City's control, and to propose to do as much as possible with available resources.

The Residence Element is designed to comply with specific requirements of state law regarding the contents of a housing element. The Element is divided into three parts: Part One, Background Data and Needs Analysis; Part Two, Objectives and Policies; and Part Three, Implementation Programs.

Part One contains a description and analysis of:

1. The characteristics of San Francisco's population and households;
2. Various characteristics of San Francisco's housing stock;
3. Discusses overall housing needs, the needs of various income groups and the special housing needs of the disabled, elderly and female heads of households;
4. The inventory of land suitable for residential development; and
5. The various constraints on maintenance, improvement or development of housing.

The background data and needs analysis leads then to the formulation in Part Two of appropriate objectives and policies to deal with identified needs and constraints. These objectives and policies are stated in general terms and are designed to provide guidance to the City in dealing with housing issues in the years ahead. The objectives and policies form the framework for Part Three of the Element, which contains the implementation programs and activities which are proposed to be taken over the next five years to carry out the housing objectives and policies. Part One and Part Three are published separately. Part Two follows.

OBJECTIVES AND POLICIES

SUPPLY OF NEW HOUSING

OBJECTIVE 1

TO PROVIDE NEW HOUSING FOR ALL INCOME GROUPS IN APPROPRIATE LOCATIONS.

New construction is required to help meet the need for sound housing. However, new residential development must be of a character and stability that preserves the city's neighborhoods and maintains the quality of life for existing and future residents. The issue centers on how to accommodate new residential development without jeopardizing the very assets that make living in San Francisco desirable.

To insure balance in development and change in San Francisco, the City should encourage residential development in areas where it can be accommodated and discourage it where it cannot. The City should use its zoning and related land use controls, environmental review processes, policies of the Master Plan and area plans, and the capital improvements program to deal with issues of how much and where residential development should occur.

POLICY 1

Encourage development of housing on surplus, underused and vacant public lands.

The opportunities for development of housing on public property should be aggressively pursued. The City owns a number of sites which are underused. In some cases the air rights of these sites may be made available for housing without interfering with their current public use. Housing over public parking, transit facilities or water storage facilities are examples of such joint use. When City property is no longer needed for the purpose for which it was acquired and if it is not needed for some other public purpose (such as open space and recreation land), it should be rezoned and sold or leased for housing development.

The City may also be able to make some of its properties outside City and County limits available for housing. The City can also acquire surplus federal and state property to be disposed of by sale or lease, if funds are available. In addition, there are a number of publicly owned or controlled sites in redevelopment areas designated for housing. Development of those sites should be expedited.

POLICY 2

Facilitate the conversion of underused industrial and commercial areas to residential use.

Opportunities exist for major new residential development in certain areas close to downtown. New housing can be provided there without significant displacement of existing residential units or commercial or industrial activity. In some areas entire new residential neighborhoods can be created. In others, housing can be introduced on vacant or underused sites adjacent to sites which are and will remain in active commercial or industrial use. Map 1 identifies a number of such areas where partial or total conversion to residential use would be appropriate.

POLICY 3

Promote the inclusion of housing in downtown commercial developments.

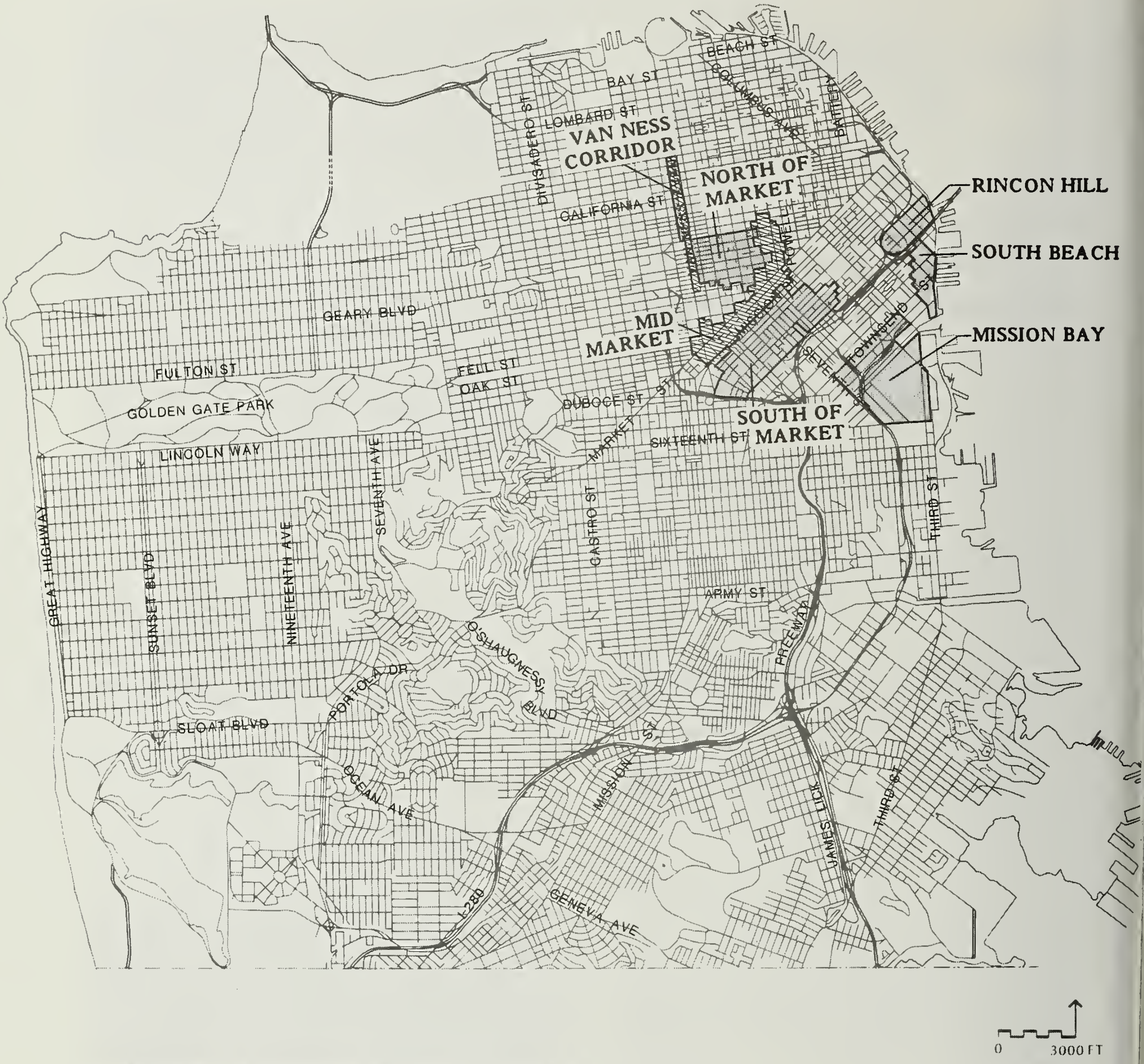
Mixed residential/office building development in the heart of downtown would provide housing and add vitality to an area that lacks life at night and on weekends. Various incentives should be provided in appropriate cases to encourage housing in the downtown area.

POLICY 4

Encourage infill housing on appropriate sites in established neighborhoods.

In established neighborhoods new housing construction should be encouraged:

- On vacant sites which are not designated for open space.
- On sites where nonconforming uses have been terminated.


RINCON HILL
SOUTH BEACH
MISSION BAY
VAN NESS CORRIDOR
NORTH OF MARKET
MID MARKET
SOUTH OF MARKET
BEACH ST
BAY ST
LOMBARD ST
COLUMBUS AVE
BATTERY
DIVISADERO ST
CALIFORNIA ST
POWELL
GEARY BLVD
FULTON ST
FELL ST
OAK ST
GOLDEN GATE PARK
DUBOCE ST
MARKET ST
TOWNSEND
SIXTEENTH ST
LINCOLN WAY
SEVENTH AVE
CASTRO ST
THIRD ST
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
ARMY ST
FREEWAY
O'SHAUGHNESSY BLVD
PORTOLA DR
SLOAT BLVD
MISSION ST
OCEAN AVE
JAMES LICK
THIRD ST
I-280
GENEVA AVE
0
3000 FT

HOUSING OPPORTUNITY AREAS

Map 1

- Above commercial development in neighborhood shopping districts.
- On sites with buildings that cannot feasibly be rehabilitated.

POLICY 5

Allow secondary units in areas where residents support such housing.

Secondary units ("in-law" or "granny" units) are dwelling units created within existing residential structures, often in basements, using space that is surplus to the primary dwelling. Secondary units represent a simple and cost-effective method of expanding the housing supply. Such units could be developed to meet the needs of seniors and others who, because of modest incomes or lifestyle, prefer or need small units at relatively low rents.

On the other hand, secondary units can have adverse effects on existing neighborhoods. For example, they can aggravate parking congestion and, unless confined to the existing building envelope, can alter the physical appearance of older buildings and affect light, air and wind. Approval of secondary units should be limited to areas where there is neighborhood support, where off-street parking can be provided (it could be tandem parking) and where the secondary unit can be installed without altering the exterior appearance of the building, or, in the case of new construction, can be accommodated within the permitted building envelope. Secondary units should also be limited in size to control the number of occupants in such units. Existing illegal secondary units should be brought into compliance with the relevant standards of City codes.

POLICY 6

Discourage development of new housing in areas unsuitable for residential occupancy or on sites containing existing housing worthy of retention.

Certain sites, because of their location or existing use, are not appropriate for new residential development. The City should discourage, and, in some instances, prohibit the development of new housing:

- On sites to be acquired for open space.
- In areas of severe geological hazard (as indicated in the Community Safety Element) unless the hazard can be compensated for through building design and construction.
- In areas of high transportation noise levels (as indicated in the Environmental Protection Element) unless the noise can be compensated for through building siting and design.
- On sites where the development would require demolition of an architecturally significant building, especially a designated landmark.
- On sites where the development would require demolition of existing sound or rehabilitable residential units, particularly units suitable for households with children or lower income level households, unless the units are replaced in an appropriate location.

HOUSING DENSITY

OBJECTIVE 2

TO INCREASE SUBSTANTIALLY THE SUPPLY OF HOUSING WITHOUT OVERCROWDING OR ADVERSELY AFFECTING THE PREVAILING CHARACTER OF EXISTING NEIGHBORHOODS.

In order to maintain the city's livability, new housing developments should, as a general rule, reflect the predominant intensity level of the surrounding neighborhood. The lot pattern and building bulk should relate to surrounding properties, and the potential number of residents and amount of activity generated should not overly congest the surrounding area. A residential population holding capacity should be established for the city based on desirable and feasible density standards.

POLICY 1

Set allowable densities in established residential areas at levels which will maintain neighborhood scale and character.

In establishing allowable residential densities, consideration should be given to the prevailing building type in the surrounding area, so that new development is not incompatible with existing scale and character. Established architectural characteristics should be respected. Prevailing densities should be exceeded only when it is clear that, because of the specific location and design of the project, the existing scale and character of the neighborhood will not be disrupted.

POLICY 2

Encourage higher residential density in areas adjacent to downtown and in neighborhood commercial districts where higher density will not have harmful effects.

Moderate to high densities presently exist in established residential areas adjacent to downtown and should be maintained. As areas adjacent to downtown are rezoned for housing pursuant to Objective 1, Policy 2, densities should be established which are consistent with this policy.

Some neighborhood commercial districts, which already contain substantial amounts of housing, may be able to handle increased residential density without generating additional traffic and parking problems if:(i) they have a reduced need for auto ownership because their proximity to transit, work, shopping, and other services can attract residents who do not use automobiles; or (ii) anticipated parking demand can be accommodated on-site in new development or in community parking facilities. In these cases increased density should be encouraged.

POLICY 3

In appropriate cases, consider the size of the unit in establishing allowable densities.

Traditionally in San Francisco housing density standards have been set in terms of numbers of dwelling units in proportion to the size of the building lot. For example, in an RM-1 district, one dwelling unit is permitted for each 800 square feet of lot area. This limitation generally applies regardless of the size of the unit and the number of people likely to occupy it. Thus a small studio and a large four-bedroom apartment both count as a single unit.

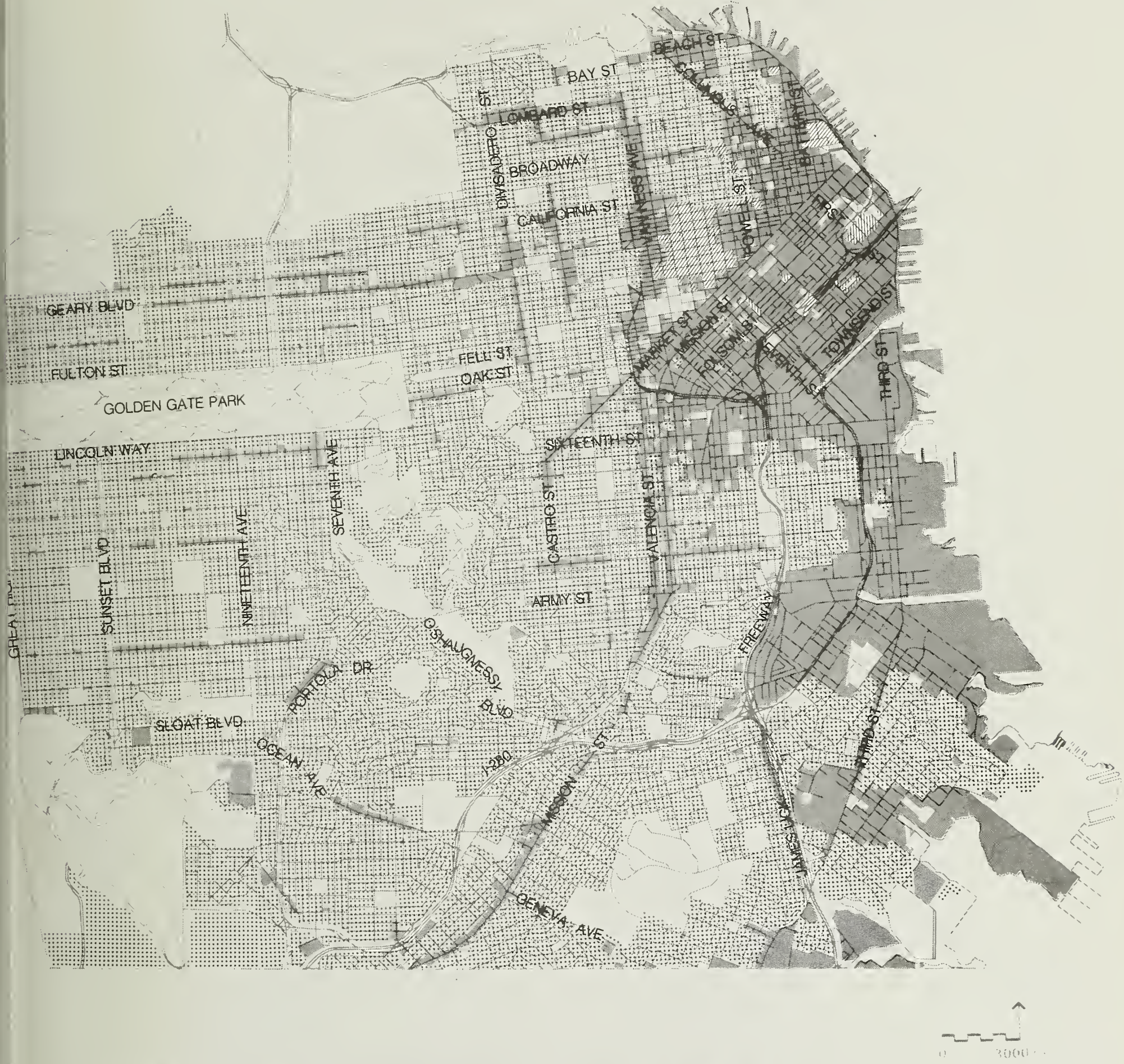
This method of calculating density encourages larger units and is particularly appropriate for lower density neighborhoods consisting primarily of one- or two-family dwellings. In other areas, which consist mostly of taller apartments and which are well served by transit, the density might more appropriately be controlled by number of bedrooms rather than number of units. In this way the city's housing stock could better meet the diverse needs of its residents which increasingly are characterized by smaller households. A third method of controlling density would be to allow the building envelope, as dictated by height, bulk, setback, parking and other requirements, to set the density limits. These latter two techniques represent a departure from past practice and should be employed selectively until their benefits and disadvantages can be tested.

POLICY 4

Adopt specific zoning districts which conform to the generalized residential land use and density plans.

Applying policies under this Objective 2 results in density and land use patterns shown on the accompanying generalized residential land use and density plan maps. Specific zoning districts should conform generally to these maps, although minor variations consistent with the general density policies may be appropriate.

The Generalized Land Use Plan provides for three residential land use categories as shown on Map 2. The Residential Density Plan provides for five density categories as shown on Map 3.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DIVISADERO ST
BROADWAY
VAN NESS AVE
CALIFORNIA ST
POWELL ST
BATTERY ST
FIRST ST
GEARY BLVD
FULTON ST
FELL ST
OAK ST
MARKET ST
MISSION ST
FOLSOM ST
TOWNSEND ST
THIRD ST
GOLDEN GATE PARK
LINCOLN WAY
SIXTEENTH ST
SEVENTH AVE
CASTRO ST
VALENCIA ST
SUNSET BLVD
NINETEENTH AVE
GREAT HWY
ARMY ST
O'SHAUGHNESSY BLVD
PORTOLA DR
FREEWAY
SLOAT BLVD
OCEAN AVE
I-280
MISSION ST
THIRD ST
JAMES LICK
GENEVA AVE
0
3000

GENERALIZED RESIDENTIAL LAND USE PLAN

Map 2

▒ **RESIDENTIAL**
RH, RM districts

▨ **MIXED USE, predominantly Residential**
RC districts

■ **MIXED USE, predominantly Commercial/Industrial**
C, CM, M and NC districts

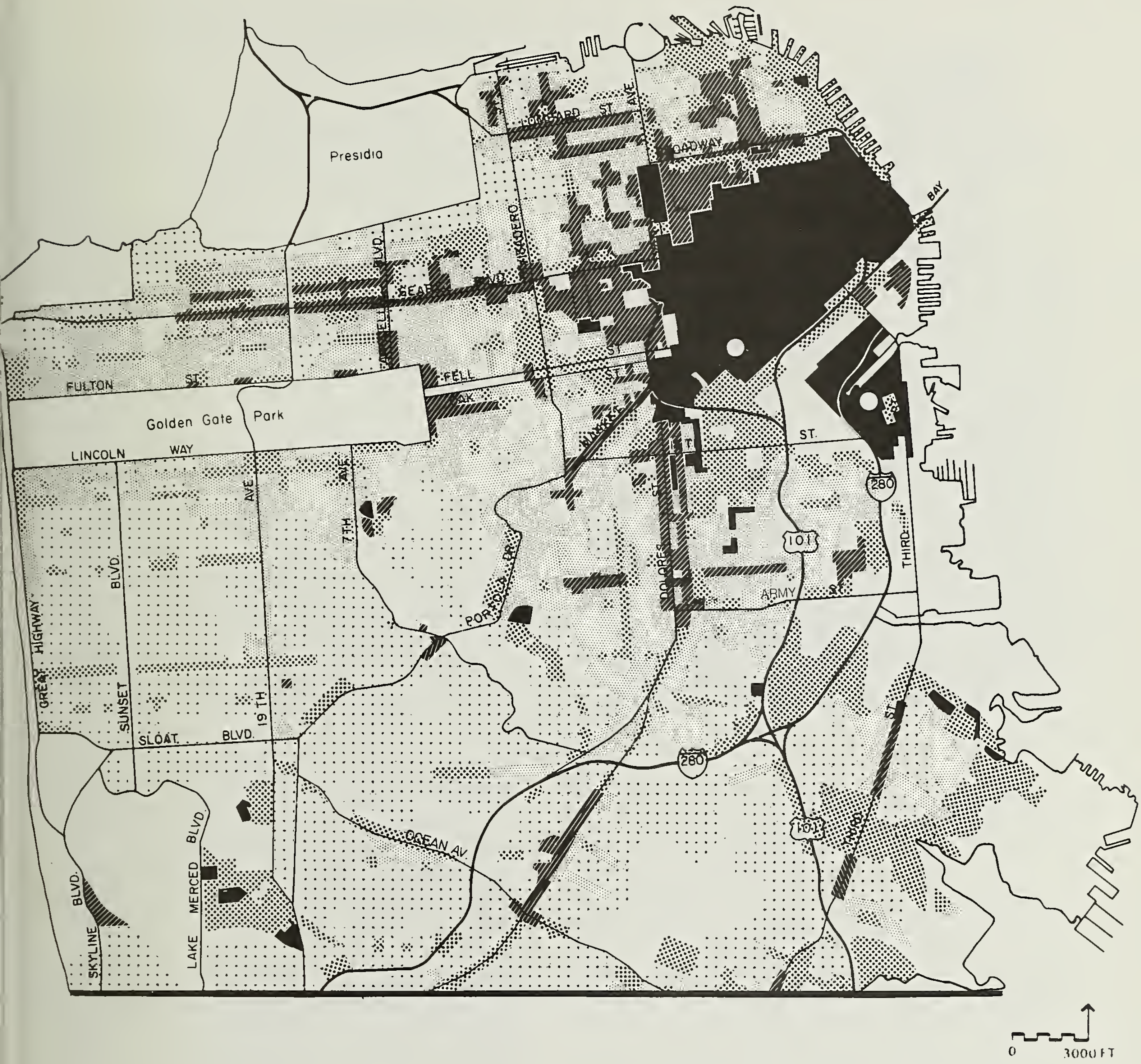
☐ **PUBLIC/OPEN SPACE**
P, OS districts

The Generalized Residential Land Use Plan provides for four land use categories:

POTENTIAL RESIDENTIAL AND POPULATION DENSITY BY ZONING DISTRICTS

Classification	Zoning Districts	Average Units Per Acre	Persons Per Acre*	General Location
Low Density	RH-1	14	24-31	Appropriate in areas for single families, located predominantly in the southern and western parts of the city.
Moderately-Low Density	RH-2 RH-3	36	64-94	Appropriate in the central hills areas, along Diamond Heights, Twin Peaks, and Potrero Hill, around Golden Gate Park in the Richmond, and northern part of the Sunset districts and in the Marina district.
Medium Density	RM-1, RC-1 C-1, C-2 M-1, M-2 NC-1, NC-2, NC-S Sacramento Street West Portal Avenue	54	118	Appropriate for some low-intensity neighborhood commercial districts and mixed-use residential-commercial and industrial districts, and certain areas adjacent to the. commercial zones.
Moderately-High Density	RM-2, RM-3 RC-2, RC-3 NC-3 Broadway, Castro Street, Inner Clement Street, Outer Clement Street, Upper Fillmore Street, Haight Street, Hayes-Gough, Upper Market Street, North Beach, Valencia Street, 24th Street-Mission, 24th Street-Noe Valley	91	160-240	Appropriate for the more intensively developed northeastern part of the city, certain neighborhood commercial districts with moderately-high existing residential development and good transit accessibility, major transit corridors such as Van Ness Avenue, in major redevelopment areas such as the Western Addiition and the Golden Gateway areas, and in Nob Hill, Chinatown and North Beach
High Density	RM-4, RC-4 C-3, C-M	283	475-760	Appropriate for certain areas in the northeastern part of the city, including downtown districts as well as heavy-commercial districts.

* Based on city-wide average household size of 2.19. See Map 4 for average household size by Census Tract.


Presidio
LOMBARD ST.
VAN NESS AVE
BROADWAY
BAY
DIVISADERO
GEARY BLVD
FULTON ST.
FELL
OAK
MARKET ST.
Golden Gate Park
LINCOLN WAY
ST.
280
101
THIRD
DOLORES ST.
ARMY ST.
PORTOLA DR.
7TH AVE
19TH AVE
SUNSET BLVD
GREAT HIGHWAY
SLOAT BLVD.
OCEAN AV.
LAKE MERCED BLVD.
SKYLINE BLVD.
ST.
0
3000 FT

RESIDENTIAL DENSITY PLAN

Map 3

⁙ **LOW DENSITY**
Average 14 units per acre

░ **MODERATELY LOW DENSITY**
Average 36 units per acre

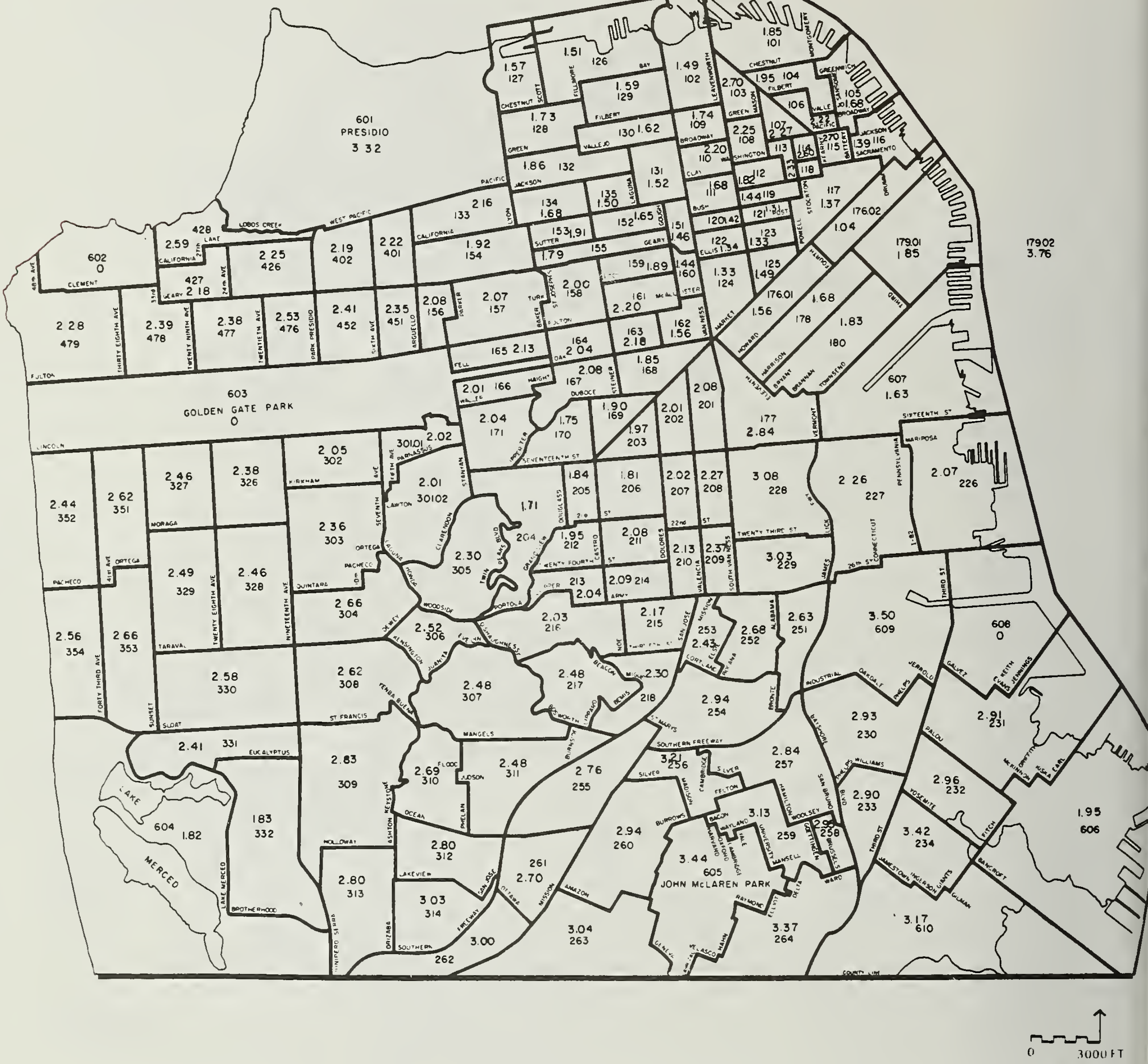
▒ **MEDIUM DENSITY**
Average 54 units per acre

○ **AREAS PROPOSED FOR REZONING**
(Appropriate densities will be determined in the rezoning studies.)

▨ **MODERATELY HIGH DENSITY**
Average 91 units per acre

■ **HIGH DENSITY**
Average 283 units per acre

□ **PUBLIC AND HEAVY INDUSTRIAL AREAS**


601
PRESIDIO
3 32
602
0
603
GOLDEN GATE PARK
0
604
1.82
LAKE
MERCED
3.44
605
JOHN McLAREN PARK
607
1.63
17902
3.76
17901
1.85
176.02
1.04
608
0
1.95
606
3.17
610
3.50
609
0
3000 FT

Map 4

1980 CENSUS HOUSING

Mean Number of Persons per Unit

RETENTION OF EXISTING HOUSING

OBJECTIVE 3

TO RETAIN THE EXISTING SUPPLY OF HOUSING.

The existing housing stock is the city's major source of inexpensive housing. It is virtually irreplaceable given the cost of new construction and smaller public budgets. Priority should be given to retention of existing units as the primary means to provide affordable housing.

POLICY 1

Discourage the demolition of existing housing.

Demolition of existing housing generally results in the loss of lower-cost rental housing units. Even if the existing housing is replaced, the new units are generally more costly and are generally condominiums rather than rental units. Demolition often results in displacement of residents, causing personal hardship and relocation problems. The City should take appropriate steps to discourage demolition of existing housing that is sound or capable of rehabilitation, particularly where those units provide a low cost housing resource.

POLICY 2

Restrict the conversion of housing in commercial and industrial areas.

Many parts of San Francisco were developed before there were zoning regulations which strictly separated various types of land uses. As a result there were many thousands of housing units built in areas which also contain industrial and commercial uses and which have since been zoned industrial or commercial. Most of these housing units are sound or rehabilitable and are relatively inexpensive. They represent a significant portion of the city's housing supply and would be very difficult to replace. Yet, in many of the areas in which they are located, it would be profitable to convert them to a non-residential use.

In those commercial areas which are subject to economic pressures likely to lead to conversion of the existing housing units, a form of mixed residential/commercial zoning should be employed whereby conversions of upper floor housing units to non-residential use would be subject to conditional use review. Under such review, the desirability of retaining the housing should be weighed against the public benefits to be gained by the alternative use. As a general rule, conversion should be allowed only for needed neighborhood serving commercial activities that cannot reasonably locate elsewhere in the commercial district. Housing in industrial areas should also receive some form of protection.

POLICY 3

Preserve the existing stock of residential hotels.

Residential hotels represent a unique and often irreplaceable resource for many thousands of lower income households. Most of these hotels are close to downtown and are subject to strong economic pressures leading to their conversion or demolition. As San Francisco grows as a tourist center many of these hotels have been converted to tourist use, either permanently or during the tourist season. Some hotels have been demolished to make way for new commercial development. The loss of these units as housing for permanent residents should be discouraged. Demolition or conversion of a residential unit should be permitted only if provision is made for replacing the unit to be lost with a comparable unit elsewhere. For those hotels which are operated as mixed tourist/permanent resident hotels, additional controls are needed which will assure that the availability of the hotel for permanent residential occupancy is not diminished.

HOUSING CONDITION

OBJECTIVE 4

TO MAINTAIN AND IMPROVE THE PHYSICAL CONDITION OF HOUSING.

As the city's housing stock ages it becomes increasingly important to maintain it in sound physical condition. Slum clearance projects of the past were in part necessitated by failure to keep up the quality of housing. Much private reinvestment in and renovation of the city's older housing, particularly of Victorians, in recent years has replaced the need for some of the kinds of direct public intervention that were required in the past. Even so there is a continuing need for housing rehabilitation. In addition, care must continue to be taken to detect incipient decline in housing quality and to take steps to arrest it once detected. The City should monitor those areas of the city where a decline in housing quality might be expected to occur and take appropriate remedial steps where necessary.

POLICY 1

Assure that existing housing is maintained in decent, safe and sanitary condition.

The City should ensure that residential units continue to meet the standards of the housing code by maintaining an aggressive program of systematic inspection of apartments and hotels. Code compliance activities should be designed to minimize the financial hardship which required rehabilitation may impose on those unable to pay increased rent. Low interest and deferred payment loan programs should be targeted to benefit low and moderate income tenants. Rent regulations should provide sufficient incentive to the landlord to maintain the building in good condition.

POLICY 2

Maintain and improve the existing supply of public housing.

The San Francisco Housing Authority is the largest landlord in San Francisco and is one of the few sources of permanently affordable housing for low income households. Operating subsidies and modernization funds provided by the Federal government have not been adequate to keep this housing in sound condition.

Increased Federal support, innovative local financing techniques, cost reduction measures (such as weatherization to reduce fuel costs), and creative management are all required to maintain and improve this valuable supply of affordable housing.

POLICY 3

Promote and support voluntary housing rehabilitation.

The City Planning Code should maintain its strong preservation orientation and act as an incentive to rehabilitation of existing housing, as well as a guide to new development. The City should establish other means, such as provision and maintenance of public improvements, to act as incentives for housing maintenance and rehabilitation. Neighborhood conditions should be monitored and in areas where housing is being undermaintained, appropriate measures, such as counseling and provision of loan funds, should be taken quickly to arrest deterioration.

POLICY 4

Preserve residential buildings of significant architectural merit.

Architecturally significant buildings are one of the greatest assets of San Francisco's residential neighborhoods. Most of these buildings provide excellent housing opportunities and many have large units particularly suitable for families with children. Preservation of these buildings is important to the character and quality of the city's neighborhoods, and special programs should be established to promote restoration. The designation of landmarks and historic districts, with the tax benefits that become available through designation, can be an effective method of encouraging preservation.

AFFORDABILITY OF HOUSING

OBJECTIVE 5

TO PROVIDE HOUSING AFFORDABLE BY ALL INCOME GROUPS, PARTICULARLY LOW AND MODERATE INCOME HOUSEHOLDS.

The costs of home purchase in San Francisco are among the highest in the nation. At current prices many people, even those considered middle income or higher, cannot afford to purchase housing. San Francisco's high rents create hardships, particularly for those with fixed incomes. Many households must either pay larger percentages of their incomes for housing, live in units in substandard condition, and/or live in overcrowded conditions. Others may be forced to move out of the city.

San Francisco, as the region's central city, has a special responsibility to house lower income households. For the City to meet the housing needs of its diverse population, measures must be taken to make housing affordable. Significant cost reductions can be achieved through concurrent use of tax exempt financing, higher densities, unit size reduction and fast-track permit processing. Consistent with other policies regarding densities and design standards, the City should experiment with these cost reduction techniques.

POLICY 1

Use the City's financial powers and resources to reduce the cost and increase the supply of low and moderate income housing.

The City has borrowing powers and access to other financial resources which can be used to reduce the cost and increase the supply of below market rate housing. Tax-exempt bonds and possibly pension funds are two sources of financing for below market interest rate financing. In some situations tax increment financing can enable new development to support low and moderate income housing. These techniques should be used in appropriate cases.

In cases where the City directly assists an owner of rental housing, the City should ensure that the owner charges fair rents. The acceptance of reasonable rent guidelines should, in most instances, be an enforceable condition in exchange for the receipt of such public assistance. Rent guidelines or stabilization measures should be applied when a private residential property owner receives the following types of assistance:

(a) Direct financial assistance, such as a hardship grant;

(b) Special below-market rates for financing, such as a low-interest or non-interest bearing loan;

(c) Special treatment or application of a City code, such as deferred code compliance.

All rent guidelines should take into account inflation, maintenance and operating costs, and a reasonable rate of return for the property owner.

POLICY 2

Make maximum use of available federal and state housing subsidy programs.

The City has traditionally been a major user of federal and state housing subsidy programs. Cost limitations on some of the past programs have made them difficult to use in a high-cost central city setting. In the past the City has provided funds to close the gap between what the subsidy program provides and what it costs to construct or rehabilitate the housing.

The whole approach to support of low and moderate income housing production is being reexamined by the federal government. A complete restructuring of programs and an overall reduction of federal commitment is likely. The City should aggressively work to increase the federal commitment to housing and to assure that new programs "work" in San Francisco.

POLICY 3

Seek inclusion of low and moderate income units in new housing development.

Inclusion of low and moderate income units in new housing developments of appropriate size would be desirable. A portion of the units in a housing development should be required to be set aside for low and moderate income units, if public subsidies are available. If subsidies are not available and the situation allows additional density to be granted (such as by permitting greater height within established height limits, or approving a reclassification or a planned unit development to achieve greater density), it may be appropriate to require that a portion of the additional units be low and/or moderate income. The number of such units should vary according to the number of additional units allowed and the specific characteristics of the project.

POLICY 4

Safeguard tenants from excessive rent increases while assuring landlords fair and adequate rents.

In recent years various pressures on the limited housing supply have resulted in substantial increases in rent levels causing displacement and economic hardship to those unable to pay those rent increases. As long as these pressures continue, a regulatory process should be maintained which stabilizes rent levels and protects tenants from excessive rent increases and arbitrary eviction while at the same time allowing the landlord a fair rent and sufficient incentive to maintain housing quality.

POLICY 5

Encourage energy efficiency in new residential development and weatherization in existing housing to reduce overall housing costs.

Energy efficiency may involve some features which add to the initial cost of a structure, but are highly cost-effective in terms of the life cycle or operating costs of the residential unit. Often, such features as orientation or window placement to optimize passive solar heating, and use of natural daylight, can be "designed in", at little or no additional cost. Weatherization of existing housing can usually pay for itself in a short time, resulting in lower utility bills and lower overall housing costs. These approaches should be pursued.

POLICY 6

Allow construction of a variety of innovative housing types that reduce cost.

Mobile homes and pre-fabricated housing can be a valuable source of shelter for low and moderate income households. While manufacturing techniques have vastly improved the quality of such structures, there are areas where these housing types might have adverse effects on the surrounding neighborhood. Mobile homes and pre-fabricated housing should be allowed, but only where it complements the character of the surrounding neighborhood.

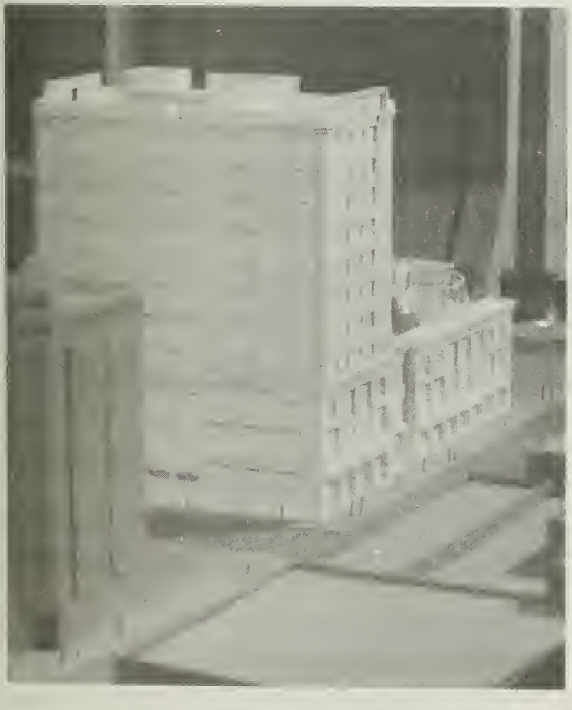
POLICY 7

Encourage non-profit and limited equity ownership of housing.

Housing owned by non-profit corporations whose specific purpose is to provide decent shelter to low and moderate income households can be an effective means of providing affordable housing. Similarly, conversion of buildings by their tenants to limited equity cooperatives and condominiums can stabilize and, as general housing prices increase over time, can lower housing costs. The City should encourage these forms of ownership.

POLICY 8

Ensure that office developments and higher educational institutions assist in meeting the housing demand they generate.



New or expanding commercial activities in the city increase the city's employment base. These new jobs are important to the residents of the city and of the Bay Area, and contribute to the continued economic vitality of the region. The workers filling these jobs need housing. Similarly, educational institutions provide needed services and contribute to the intellectual and cultural life of the city. At the same time, their faculties and students must be housed. Both office developments and educational institutions should assist in meeting the City's housing needs by contributing in some manner to the provision of additional housing.

POLICY 9

Streamline the permit and environmental review processes to expedite housing construction.

Delay in the project approval and evaluation process can add to housing costs. The City should make every effort to insure that projects are reviewed and evaluated in the shortest possible time, consistent with the City's interests as defined by the policies of the Master Plan. Priority processing should be given to projects that include housing affordable to low and moderate income households, or housing which is accessible to the disabled.

POLICY 10

Ensure that the city's codes and development requirements do not unnecessarily increase the cost of housing.

The City Planning, Building and Housing codes influence the price of new housing and the cost of maintaining existing housing. The City's codes should be reviewed regularly to ensure that standards and requirements do not unduly restrict needed housing development or unnecessarily increase the cost of housing. In administering codes, departments should regularly evaluate whether standards can be modified, without sacrificing quality and safety, to aid in lowering the cost of new housing. In hardship cases Housing Code requirements should be deferred to the extent legally permissible if all life safety hazards are abated. In particular, the City should extend the period allowed for code compliance to avoid potential displacement of low- or moderate-income households until replacement housing can be found.

NEIGHBORHOOD ENVIRONMENT

OBJECTIVE 6

TO PROVIDE A QUALITY LIVING ENVIRONMENT.

Housing quality involves not only the physical condition of housing structure itself but also the condition of the surrounding neighborhood and the adequacy of its amenities, facilities, and services. Proper housing development must also address these matters.

POLICY 1

Assure housing is provided with adequate public improvements, services and amenities.

Many factors add to neighborhood livability, including the quality of schools, the effectiveness of police and fire services, and access to open space and recreational opportunities. Regular maintenance of streets and sidewalks, provision of street trees, and protection of residential areas from excessive traffic, are also important to neighborhood life. Good design of buildings can add amenity to the neighborhood. All of these factors should be addressed by the City in providing its residents a quality living environment.

POLICY 2

Allow appropriate neighborhood-serving commercial activities in residential areas.

Certain non-residential uses are desirable and appropriate in residential areas. For example, small pedestrian-oriented grocery stores, other convenience shops, and community services (such as child care) can meet frequent and recurring needs of residents without disrupting the residential character of the area. On the other hand, other types of non-residential uses are noisy, or unattractive, or generate excessive traffic, and therefore would be undesirable in residential areas.

Non-residential uses should be allowed in exclusively residential areas only if they meet the following criteria:

- The use is primarily pedestrian-oriented.
- The use serves the needs of the immediate residential neighborhood and does not draw significant trade from outside the neighborhood.
- The use does not displace a unit suitable for residential occupancy.
- The use does not disrupt or detract from the livability of the surrounding neighborhood.
- There are no suitable locations in immediately adjacent commercial or mixed commercial and residential areas.
- The design of the building is in keeping with the established residential character of the area, and all signs are carefully regulated.
- Truck traffic servicing the use is minimized, and truck delivery hours are restricted.

Non-residential uses may also be advantageous for residential areas if they are essential to the preservation of a landmark building, although the use should be compatible with the surrounding environment.

POLICY 3

Minimize disruption caused by expansion of institutions into residential areas.

The expansion needs of institutions often conflict with efforts to preserve and protect the scale and character of residential neighborhoods. Large educational, religious, and medical institutions attract people from outside a neighborhood, aggravating traffic and parking problems. Institutional buildings also tend to be larger in scale and more intensely used than surrounding residential buildings. In addition, institutional expansion often requires removal of housing and displacement of residents.

To minimize the disruption caused by institutional expansion, the City should carefully review expansion plans. The needs of adjacent residential areas for housing, on-street parking and safe, quiet streets should be considered, in addition to the needs of the institution. Educational and medical institutions should be required to develop and submit master plans to the City, before the City reviews any specific expansion requests. Such a master plan should define long-term and short-range development plans of the institution. Early review of institutional development plans will permit exploration of alternate ways to address the needs of the institution in order to minimize potential conflicts with the residential area.

POLICY 4

Promote development of well designed housing.

Residents of San Francisco should be able to live in well designed housing suited to their specific needs. To ensure that housing provides quality living environments and complements the design character of the surrounding neighborhood, the following guidelines should be applied in evaluating new residential developments:

Exterior Appearance

- Relate the design of new housing to the general design character of surrounding buildings.
- Relate the shape of new buildings to the form of adjacent structures.
- Encourage articulation of the building facade through use of set-backs, bay windows, cornice details, entry details and other variations in horizontal or vertical planes.
- Relate set-backs to the set-backs of adjacent buildings.
- Avoid disruptive intrusion into a well-defined interior block open space.
- Enclose parking and minimize the necessary number of garage doors and curb cuts.
- Landscape all set-backs and relate the type of landscaping to that of adjacent properties.
- Provide street trees if none exist.

Recreation/Open Space

- Provide adequate on-site usable open space where feasible.
- Relate the type, amount and location of open space to the types of households to occupy the building.
- Provide convenient access from interior living areas to the open space.
- Design open space with consideration for the local climate.
- Relate open space to the open space on abutting properties.

Environmental Factors (Sunlight, Topography, Noise, Climate)

- Expose all units to natural light, and avoid severely reducing the light falling on adjacent buildings and open spaces.
- Insulate units from the intrusion of exterior and interior noise.
- Relate building construction to the topography, geology and climate of the area.
- Apply energy conservation measures in the design of the building.

Security

- Incorporate concepts of security in the design of the building, especially in the number of units per entrance, sense of personal space and ability of the residents to effect self-policing of the grounds and immediate surroundings.

Maintenance

- Use building materials which minimize maintenance needs and which maximize the potential life of the building.

POLICY 5

Modify proposed developments which have substantial adverse environmental impacts or otherwise conflict with the Master Plan.

Proposed new developments are given environmental evaluation which involves consideration of conformity of the development with the City's objectives and policies, including those expressed in the Master Plan. Projects with substantial adverse environmental impacts should be considered in conflict with the Master Plan, in the absence of substantial and overriding social or economic factors. Land use controls and the environmental review and discretionary review processes should be closely coordinated to obtain modification in development plans to eliminate or mitigate substantial adverse environmental impacts or Master Plan conflicts.

ACCESSIBILITY

OBJECTIVE 7

TO PROVIDE MAXIMUM HOUSING CHOICE.

Population diversity is one of San Francisco's important assets. To retain this diversity, a variety of housing opportunities should be available. Households should be able to choose the form of tenure most suitable to their needs, from either the rental or ownership housing stock. A variety of unit sizes is also important, so that both larger and smaller households can be accommodated in adequate numbers. Units of varied costs are necessary to provide opportunities for households of different income levels. Finally, there should be units with special features suitable for households with special needs.

Social and economic factors can discriminate against certain population groups and limit their housing opportunities. Racial minorities face constraints as to where they can live, leading to patterns of economic and racial segregation. Families with children are constrained by the types and sizes of units available to them; suitable units tend to be limited by erosion of the older housing stock and discriminatory rental practices. Standard housing units with special features for elderly and handicapped persons are in short supply. If San Francisco is to retain its economic, racial and cultural diversity, opportunities should be expanded for population groups for whom affordability and accessibility are crucial.

POLICY 1

Prevent housing discrimination based on age, race, religion, sex, sexual preference, marital status, ancestry, national origin, color or disability.

To insure housing opportunities for all people, the City should assist in the implementation of fair housing and anti-discrimination laws. The City should make use of opportunities in its interaction with community groups, businesses, and other agencies to eliminate housing discrimination. In addition, owners of City-assisted new and converted residential buildings should be required to adopt affirmative sales or rental policies.

POLICY 2

Promote adaptability and maximum accessibility of residential dwellings for disabled occupants.

Disabled San Franciscans are less able to compete for scarce housing units, in part because so many are not physically accessible to them and in part because the disabled often have lower than average incomes. The City should take an active role to expand the availability of units suited to households with special needs. Housing could be made accessible or adaptable to the disabled. ("Accessible" means that the housing presents no physical barriers to handicapped people. "Adaptable" means housing whose entry and circulation are designed and constructed so that the unit can be made fully accessible by making relatively minor adjustments and additions rather than structural changes.) All housing newly constructed or substantially rehabilitated with city assistance should be made adaptable to the disabled and a portion of such housing (the goal should be at least 10%) should be made fully accessible.

POLICY 3

Promote the availability of units suitable for groups with special housing needs including large families, the elderly, and those needing group housing and emergency shelter.

In addition to the disabled, other households with special needs have difficulty finding suitable housing in San Francisco. Many large families, newly immigrated to the United States, are crowded into units designed for much smaller households. Many of the City's elderly citizens occupy housing which is not designed to meet their special needs. Shelters are not available in sufficient numbers to meet the needs of the city's homeless population. The psychiatrically disabled also have special housing needs. The City should take an active role to encourage the expansion of the availability of housing units suited to needs of these groups.

SILVERVIEW
TERRACE

POLICY 4

Eliminate discrimination against households with children.

Households with children often have difficulty in finding suitable housing because many landlords do not want children as tenants. The City should prohibit discrimination against children and encourage the construction of units suitable for families with children.

POLICY 5

Encourage economic integration in housing.

Patterns of economic segregation are evident in San Francisco. Although housing opportunities for low- and moderate-income households are available in many areas of the city, they tend to be concentrated in a few areas. Special efforts should be made to expand housing opportunities for households of lower-income levels in other areas.

Private reinvestment in many areas of the city is resulting in displacement of low- and moderate-income households by higher income groups. Special efforts should be made to retain some low- and moderate-households in these areas.

POLICY 6

Provide adequate rental housing opportunities.

Since approximately two-thirds of San Francisco's residents are renters, the availability of sound rental housing is of major importance, especially for the young and elderly population, who tend to rent, rather than own, their residence. Low vacancy rates and high rents are indicators of a continuing demand for rental housing. At the same time market conditions, many of which are beyond the control of the City, are such that fewer rental projects have been built in recent years. The lack of development of rental housing is tied to many factors (capital costs, alternative investment opportunities, etc.), many of which are beyond the control of the City.

Nonetheless, the public sector should make a concerted effort to do what is within its control to encourage the development of rental housing and to ensure that there is an adequate supply. The loss of existing rental housing should be discouraged, particularly in areas of the City where few rental opportunities exist.

POLICY 7

Expand opportunities for home ownership.

The City should work to expand opportunities for owner-occupancy of housing and develop special programs to facilitate home ownership for households of varied income levels.

It is important that households be ready and able to assume the financial and management responsibilities of home ownership. To protect housing purchasers, the City should explore establishing such safeguards as presale inspections for all property transfers and should encourage home ownership counseling services.

POLICY 8

Regulate the conversion of existing rental apartment buildings into condominiums or cooperatives.

Conversion of existing rental apartment buildings to condominiums or stock cooperatives brings into conflict two desirable goals — expansion of homeownership opportunities and preservation of the existing rental housing stock. Conversions expand the amount of housing available for purchase but they do so by reducing the number of units available for rent and in the process displace existing tenants who cannot or do not wish to buy. In order to resolve this conflict, it is recommended that conversions be regulated by ordinance in such a way as to:

- Preserve a reasonable balance between ownership and rental housing in San Francisco by providing for an annual limitation on the number of units which may be converted in any one year;
- Promote the meaningful expansion of homeownership opportunities for existing tenants and prevent the displacement of existing tenants by requiring a high degree of tenant intent to purchase their rental unit as a condition of approval;
- Reduce the impact of such conversions on non-purchasing tenants who may be required to relocate by providing procedures for relocation, and providing for the reimbursement of costs resulting from such relocation;
- Prevent the displacement of elderly and disabled tenants by assuring them of extended leases to remain in their units subsequent to conversion;
- Assure that purchasers of converted housing have been properly informed as to the physical condition of the structure offered for purchase;
- Prevent the effective loss of the City's low and moderate income housing stock by requiring sales price limitations on those units proposed for conversion which are found to be part of the low or moderate income housing stock;
- Expand the supply of the City's low or moderate income housing stock by providing a minimum of ten percent low or moderate income housing units in any condominium subdivision or by construction of an equivalent number of such units elsewhere, or by in-lieu payments into a City Housing Development Fund.

During periods when the demand for rental housing is high yet new market rate construction is confined almost exclusively to ownership housing (and thus rental units lost through conversion are not being replaced) continued condominium conversion will result in a shift in the balance between ownership and rental housing. During such periods, new construction should provide the majority of homeownership opportunities in multi-unit buildings. Conversions of existing rental units should be limited to the following situations:

- Conversion of existing residential buildings containing less than 30 units may be allowed when the occupants seek conversion to improve their housing opportunity.

- Conversion of long-vacant residential buildings should be allowed when it provides a guaranteed resource of affordable homeownership housing, inasmuch as new construction, without public subsidies, cannot provide such a resource.

POLICY 9

Ensure a distribution of quality board and care facilities.

Because of the availability of certain types of residential buildings and services in certain parts of the city, board and care facilities have tended to become concentrated in those areas. Applications for new facilities may continue to reinforce these concentrations unless they are carefully reviewed. It is desirable that board and care homes be distributed throughout the city so that people are offered a choice of locations and over-concentration of facilities in particular neighborhoods is avoided. Unless special circumstances warrant, the City should discourage new board and care homes in areas with existing concentrations of such facilities. In reviewing applications for board and care homes, the following factors should be among those evaluated:

- Number of board and care homes already operating in the area.

- Accessibility to recreational facilities and open space.

- Proximity to commercial areas and shopping.

- Proximity to community services.

POLICY 10

Promote the availability of units suitable for persons with varied lifestyles.

The City should support development of housing which can accommodate varied lifestyles. Changing social patterns and economic forces have changed the living patterns of many families and individuals. For instance, artisans have established living and working units in industrial areas where more space is available at lower cost. Congregate housing with central eating facilities is an alternate form of housing being used by many elderly households. These various types of living arrangements should be encouraged because they satisfy the needs and preferences of certain households, and frequently result in more efficient use of scarce land, space and energy than conventional living situations.

DISPLACEMENT

OBJECTIVE 8

TO AVOID OR MITIGATE HARDSHIPS IMPOSED BY DISPLACEMENT.

Because of the economic and social hardships involved when a household is forced to move, and the difficulty of funding replacement housing at comparable rents, every reasonable effort should be made to minimize the need to displace residents, particularly those with lower incomes or families with children, from their homes.

POLICY 1

Minimize relocation hardship and displacement caused by the demolition or conversion of housing.

Private demolition of housing can cause particular hardships because of the absence of relocation assistance programs for displaced households. Property owners should provide assistance in finding suitable relocation housing if any lower-income households are to be displaced. Property owners should inform tenants at the earliest possible date of any proposed demolition plans and should arrange for counseling assistance for the displaced households. Owners should not be permitted to demolish existing housing units until efforts have been made to assist tenants in obtaining relocation housing.

POLICY 2

Permit displaced households the right of first refusal to occupy any replacement housing units.

To minimize displacement and help protect the population already residing in an area, persons temporarily or permanently by publicly sponsored or assisted rehabilitation or new construction should be given the right of first refusal to occupy their former unit or a unit in the new structure. In cases of existing units converted to condominium or cooperative ownership, existing tenants should be given the right of first refusal to purchase the converted units.

POLICY 3

Provide relocation services where publicly funded actions cause displacement.

When displacement does occur as a result of public actions, uniform relocation services (counseling, locating replacement housing, and moving expenses) should be provided regardless of whether the displacement is caused by federal, state or locally funded activities.

REGIONAL COORDINATION

OBJECTIVE 9

TO ADDRESS HOUSING NEEDS THROUGH A COORDINATED REGIONAL APPROACH.

Housing is a regional concern. Problems such as the inability of large numbers of people to afford decent housing, inequities and discrimination in the housing market, and the inadequacy of public resources cross the boundaries of local jurisdictions and cannot be addressed solely on a local level. Region-wide strategies are needed. Investment decisions made by the private sector are rarely confined to the limits of single governmental jurisdictions — broader housing market areas are considered. A strategy dealing with housing problems in the Bay Area must therefore involve a regional approach. Furthermore, effective solutions to housing problems in the Bay Area can be developed only if all agencies and organizations dealing with housing in the Bay Area coordinate their activities.

POLICY 1

Encourage the balancing of regional employment growth with the development and growth of housing in the region.

San Francisco is part of the larger regional economy of the Bay Area and economic decisions made by one community often affect other communities in the region. Thus decisions made by some cities to limit commercial or residential growth impact other cities in the region. Efforts should be made to balance employment and housing growth within the region and to distribute employment and housing throughout the region.

POLICY 2

Encourage rehabilitation and development of housing in the Bay Area which will meet regional housing needs and contribute to the quality of life in the region.

New residential development and rehabilitation of existing housing should be planned to conserve open space and to take advantage of the availability of employment opportunities, public transit systems, and community services. San Francisco should take an active role in promoting quality new housing development in the Bay Area which will not generate adverse impacts on the environment. In addition, San Francisco should promote and support housing rehabilitation throughout the region.

POLICY 3

Encourage the distribution of low- and moderate-income housing throughout the Bay Area.

Local communities throughout the Bay Area should accept responsibility for housing families of all income levels. At the present time, most of the region's subsidized housing for low- and moderate-income households is concentrated in the central cities, including San Francisco. Housing opportunities for low- and moderate-income households should be available throughout the region, and all localities in the Bay Area should provide their fair share of such housing. Responsibility should be shared by the public and the private sector.

AND INDUSTRY

COMMERCE

COMMERCE

& INDUSTRY

& INDUSTRY

AND INDUSTRY

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

SAN FRANCISCO
MASTER PLAN

COMMERCE AND INDUSTRY

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

GENERAL/CITYWIDE

OBJECTIVE 1

MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.

POLICY 1

Encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences that cannot be mitigated.

POLICY 2

Assure that all commercial and industrial uses meet minimum, reasonable performance standards.

POLICY 3

Locate commercial and industrial activities according to a generalized commercial and industrial land use plan.

POLICY 4

Establish commercial and industrial density limits as indicated in the Generalized Commercial and Industrial Density Plan map.

OBJECTIVE 2

MAINTAIN AND ENHANCE A SOUND AND DIVERSE ECONOMIC BASE AND FISCAL STRUCTURE FOR THE CITY.

POLICY 1

Seek to retain existing commercial and industrial activity and to attract new such activity to the city.

POLICY 2

Seek revenue measures which will spread the cost burden equitably to all users of city services.

POLICY 3

Maintain a favorable social and cultural climate in the city in order to enhance its attractiveness as a firm location.

OBJECTIVE 3

PROVIDE EXPANDED EMPLOYMENT OPPORTUNITIES FOR CITY RESIDENTS, PARTICULARLY THE UNEMPLOYED AND ECONOMICALLY DISADVANTAGED.

POLICY 1

Promote the attraction, retention and expansion of commercial and industrial firms which provide employment improvement opportunities for unskilled and semi-skilled workers.

POLICY 2

Promote measures designed to increase the number of San Francisco jobs held by San Francisco residents.

POLICY 3

Emphasize job training and retraining programs that will impart skills necessary for participation in the San Francisco labor market.

POLICY 4

Assist newly emerging economic activities.

INDUSTRY

OBJECTIVE 4

IMPROVE THE VIABILITY OF EXISTING INDUSTRY IN THE CITY AND THE ATTRACTIVENESS OF THE CITY AS A LOCATION FOR NEW INDUSTRY.

POLICY 1

Maintain and enhance a favorable business climate in the city.

POLICY 2

Promote and attract those economic activities with potential benefit to the city.

POLICY 3

Avoid public actions that displace existing viable industrial firms.

POLICY 4

When displacement does occur, attempt to relocate desired firms within the city.

POLICY 5

Avoid encroachment of incompatible land uses on viable industrial activity.

POLICY 6

Assist in the provision of available land for site expansion.

POLICY 7

Improve public and private transportation to and from industrial areas.

POLICY 8

Provide for the adequate security of employees and property.

POLICY 9

Maintain a competitive tax structure for industrial uses.

POLICY 10

Enhance the working environment within industrial areas.

POLICY 11

Maintain an adequate supply of space appropriate to the needs of incubator industries.

MARITIME

OBJECTIVE 5

REALIZE SAN FRANCISCO'S FULL MARITIME POTENTIAL.

POLICY 1

Develop and implement a comprehensive long-range maritime development program for the port.

POLICY 2

Focus investment on those port features in which San Francisco has a natural advantage. Create competitive advantages by providing more cost efficient freight handling facilities.

POLICY 3

Aggressively market existing maritime facilities.

POLICY 4

Avoid actions which may serve to displace desired existing maritime uses.

POLICY 5

Assure adequate funding for capital investments as well as operational expenses of the port.

POLICY 6

Foster the relation of maritime activity to other segments of San Francisco economy.

POLICY 7

Restore the fishing industry in San Francisco.

POLICY 8

Encourage maritime activity which complements visitor activity and resident recreation.

POLICY 9

Reestablish Hunter's Point Naval Shipyard as a major source of maritime employment and activity.

POLICY 10

Increase cooperation among bay ports.

POLICY 11

Pursue permitted non-maritime development on port properties.

NEIGHBORHOOD COMMERCE

OBJECTIVE 6

MAINTAIN AND STRENGTHEN VIABLE NEIGHBORHOOD COMMERCIAL AREAS EASILY ACCESSIBLE TO CITY RESIDENTS.

POLICY 1

Ensure and encourage the retention and provision of neighborhood-serving goods and services in the city's neighborhood commercial districts, while recognizing and encouraging diversity among the districts.

POLICY 2

Promote economically vital neighborhood commercial districts which foster small business enterprises and entrepreneurship and which are responsive to economic and technological innovation in the marketplace and society.

POLICY 3

Preserve and promote the mixed commercial-residential character in neighborhood commercial districts. Strike a balance between the preservation of existing affordable housing and needed expansion of commercial activity.

POLICY 4

Encourage the location of neighborhood shopping areas throughout the city so that essential retail goods and personal services are accessible to all residents.

POLICY 5

Discourage the creation of major new commercial areas except in conjunction with new supportive residential development and transportation capacity.

POLICY 6

Adopt specific zoning districts which conform to a generalized neighborhood commercial land use plan.

POLICY 7

Promote high quality urban design on commercial streets.

POLICY 8

Preserve historically and/or architecturally important buildings or groups of buildings in neighborhood commercial districts.

POLICY 9

Regulate uses so that traffic impacts and parking problems are minimized.

POLICY 10

Promote neighborhood commercial revitalization, including community-based and other economic development efforts where feasible.

GOVERNMENT, HEALTH AND EDUCATION SERVICES

OBJECTIVE 7

ENHANCE SAN FRANCISCO'S POSITION AS A NATIONAL AND REGIONAL CENTER FOR GOVERNMENTAL, HEALTH, AND EDUCATIONAL SERVICES.

POLICY 1

Promote San Francisco, particularly the civic center, as a location for local, regional, state and federal governmental functions.

POLICY 2

Encourage the extension of needed health and educational services, but manage expansion to avoid or minimize disruption of adjacent residential areas.

POLICY 3

Promote the provision of adequate health and educational services to all geographical districts and cultural groups in the city.

VISITOR TRADE

OBJECTIVE 8

ENHANCE SAN FRANCISCO'S POSITION AS A NATIONAL CENTER FOR CONVENTIONS AND VISITOR TRADE.

POLICY 1

Guide the location of additional tourist related activities to minimize their adverse impacts on existing residential, commercial, and industrial activities.

POLICY 2

Support locally initiated efforts to improve the visitor trade appeal of neighborhood commercial districts.

POLICY 3

Assure that areas of particular visitor attraction are provided with adequate public services for both residents and visitors.

COMMERCE AND INDUSTRY

INTRODUCTION

The Commerce and Industry Element sets forth objectives and polices that address the broad range of economic activities, facilities and support systems that constitute San Francisco's employment and service base. The plan serves as a comprehensive guide for both the public and private sectors when making decisions related to economic growth and change.

The plan is framed within three overriding goals which call for continued economic vitality, social equity and environmental quality. These broad goals are interrelated, and economic development decisions must be examined within their context. The challenge posed is to guide and encourage economic development in a manner that is responsive to near term needs, while also being consistent with long range goals and values.

The plan focuses on eight objectives, three of which address the general issue of economic planning. The remaining five objectives deal with specific sectors of San Francisco's economy. Objectives and policies for downtown office and retail are contained in the Downtown Plan.

In summary, the three general objectives call for managing economic growth and change to ensure enhancement of the total city environment, maintaining a sound and diverse economic base and fiscal structure, and providing expanded employment opportunities for city residents, particularly those that are unemployed.

The specific objectives are responsive to the several major economic sectors within San Francisco which include manufacturing and industry, maritime activities, office/administrative services, neighborhood commercial retailing, specialized regional retail trade, government services, and visitor trade.

The objectives and supportive policies are general in nature and provide the framework for decision making, priority setting and evaluation of costs and benefits as they relate to alternative proposals for economic development and change.

Likewise, the Commerce and Industry Element sets the framework for the more detailed planning that is required to meet the needs of specific economic activities, and to reconcile conflicts and competition among the various economic sectors, and other land uses and activities.

The Commerce and Industry Element, along with the other Master Plan Elements, is used in forming shorter range plans, special area plans and to guide public actions by various government agencies. The objectives and policies are referred to when reviewing zoning and land use changes, legislative referrals, development proposals, and the City's programs for economic development, change and adjustment, serving as a basis for guiding public and private decisions.

GOALS

The objectives and policies are based on the premise that economic development activities in San Francisco must be designed to achieve three overall goals:

1. Economic Vitality

The first goal is to maintain and expand a healthy, vital and diverse economy which will provide jobs essential to personal well-being and revenues to pay for the services essential to the quality of life in the city.

2. Social Equity

The second goal is to assure that all segments of the San Francisco labor force benefit from economic growth. This will require that particular attention be given to reducing the level of unemployment, particularly among the chronically unemployed and those excluded from full participation by race, language or lack of formal occupational training.

3. Environmental Quality

The third goal is to maintain and enhance the environment. San Francisco's unique and attractive environment is one of the principal reasons San Francisco is a desirable place for residents to live, businesses to locate, and tourists to visit. The pursuit of employment opportunities and economic expansion must not be at the expense of the environment appreciated by all.

These goals are interrelated and provide a perspective for evaluating future development issues in the city. All projects should be evaluated against all three goals in determining costs and benefits to the city's present and future population. The objectives and policies that follow seek to set a course for the city by which all three goals can be attained.

OBJECTIVES AND POLICIES

GENERAL / CITYWIDE

OBJECTIVE 1

MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.

Nationwide, and particularly in San Francisco, there has been much attention focused on the issue of growth. An increasing public skepticism concerning the benefits of "growth" and greater awareness of the environmental and ecological consequences of continued growth and the loss of urban amenity, have served to put issues of economic development and related "growth" into the public spotlight. Examples of a local perception of the "growth-no growth" controversy have occured over whether or not further high-rise office development should be encouraged. Some are opposed to high-rise office development because of the consequences of large office buildings such as loss of views, congestion, imposition of closed, forbidding buildings during non-work hours, further changes from the city's traditional scale and character. Others favor such development because of the employment opportunities it provides. Opponents argue that the costs of high-rise office development exceed benefits.

Both points of view in the growth-no growth controversy contain valid elements, and the city would not benefit from total adherence to either position. The growth issue should not be seen as a matter of either/or, but rather a matter of managing future development so as to minimize or avoid its unacceptable consequences and maximize its beneficial aspects. While the attempt to manage and channel socially desirable growth for the betterment of the city is a more reasoned approach, it is also a considerably more challenging approach due to the need to weigh intangible costs and benefits, and the difficulty of developing, evaluating, comparing and enforcing measures to mitigate potentially harmful consequences. However, it is important to the well-being of the city that this process be undertaken.

POLICY 1

Encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences that cannot be mitigated.

In situations where proposed developments have no significant adverse environmental effects and will result in positive fiscal and employment benefits for residents, and where the developments otherwise meet planning objectives, they should be encouraged. Conversely, a potential development which has significant adverse environmental effects and has negligible or negative economic and/or social benefits should be discouraged. In instances where proposed developments would cause adverse environmental effects but would also contain substantial economic and/or social benefits to residents it will be necessary to define carefully and analyze carefully all anticipated economic and social costs and benefits in order to provide decision makers with all available information and facts at hand concerning anticipated effects of the proposed development. Appropriate mitigation measures should be considered as part of the costs of development.

In recent years, Federal and State legislation has established administrative procedures whereby environmental impacts of proposed developments, often previously ignored, are to be carefully evaluated before approval of a development. The economic and social benefits of such developments are often presumed, and they sometimes are still unstated and unanalyzed.

Some of the implications that should be considered are changes in employment patterns and resultant impacts on the city's labor market; impacts upon existing businesses and on future development opportunities in the immediate neighborhood and district of the city; impacts upon existing City services that may require improvements; capital investments or new public employment as a result of the development; and any anticipated impacts upon the location and viability of economic development decisions being made in other areas of the city. The process for compiling and assessing these and other economic and social impacts should be initiated and in appropriate cases become a parallel effort to existing environmental impact assessment procedures.

POLICY 2

Assure that all commercial and industrial uses meet minimum, reasonable performance standards.

A critical aspect of development management is to mitigate negative impacts created by new development: economic, aesthetic, physical, environmental, and social.

To ensure that commercial and industrial activities do not detract from the environment in which they locate, and may in fact benefit their surroundings, performance standards should be applied in evaluating new developments. The policies of the Master Plan provide many of the standards to be used in evaluating development proposals. Other standards are found in various city ordinances and State and Federal laws. As necessary these standards should be reformed and additional standards developed.

POLICY 3

Locate commercial and industrial activities according to a generalized commercial and industrial land use plan.

The following principles are integral and basic elements of citywide land use planning policy for commerce and industry.

1. The natural division of the city into two distinct functional areas—one primarily for production, distribution and services, and the other for residential purposes and the community facilities which are closely related to residential activities—should be recognized and encouraged.

2. A working population holding capacity should be established for the city based on desirable and feasible density standards.

3. The working areas of the city should be defined and designated in extent so as to increase the efficiency of each of the areas as a specialized center of management, production, service or distribution.

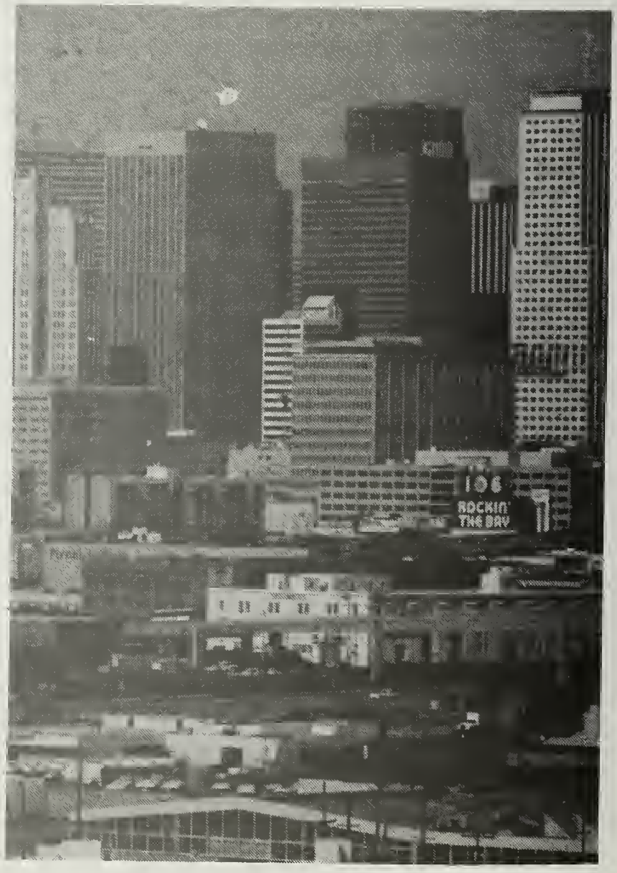
4. The working areas of the city should be related to the trafficways and transit systems so as to minimize time and distance in the journey to work from each of the community areas of the city and from within the San Francisco Bay Region.

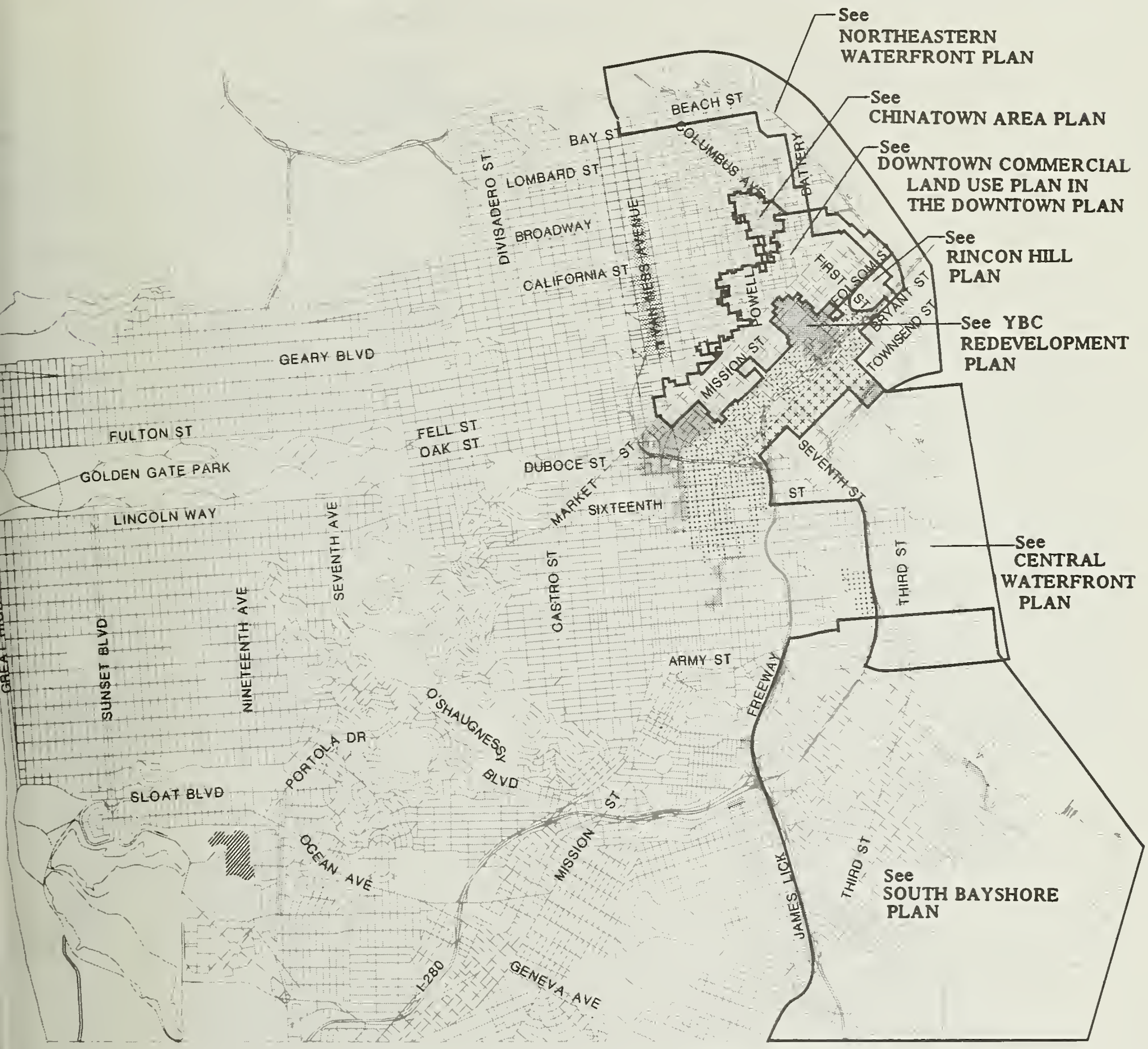
   Except in a few isolated instances the entire range of commercial and industrial activities of citywide importance is and should continue to be confined to the eastern flank of the city between the Bay and the first tier of hills rising west of the Bay. The types of use for which land should be allocated in the working areas are classified into four categories: 1) Downtown, 2) Business and Services, 3) Light Industry, and 4) General Industry.

The Downtown District contains the downtown shopping, entertainment and financial sections of the city as well as some of the downtown hotel quarters. Adjacent to this district is the primary area devoted to and designated for Business Services. These are businesses and uses which supplement and are necessary to the total economy of the downtown area. The other designated uses are those light and general industries which adjoin the harbor and occupy the flat land along the Bay shore of the city. The Plan indicates a transitional belt of light industry, between the general industrial section and residential sections in adjacent community areas.

POLICY 4

Establish commercial and industrial density limits as indicated in the Generalized Commercial and Industrial Density Plan map.




See NORTHEASTERN WATERFRONT PLAN
See CHINATOWN AREA PLAN
See DOWNTOWN COMMERCIAL LAND USE PLAN IN THE DOWNTOWN PLAN
See RINCON HILL PLAN
See YBC REDEVELOPMENT PLAN
See CENTRAL WATERFRONT PLAN
See SOUTH BAYSHORE PLAN
BEACH ST
BAY ST
COLUMBUS AVE
BATTERY
LOMBARD ST
DIVISADERO ST
BROADWAY
VAN NESS AVENUE
CALIFORNIA ST
POWELL
FIRST
FOLSOM ST
BRYANT ST
TOWNSEND ST
GEARY BLVD
MISSION ST
FULTON ST
FELL ST
OAK ST
GOLDEN GATE PARK
DUBOCE ST
MARKET ST
SEVENTH ST
SIXTEENTH ST
LINCOLN WAY
SEVENTH AVE
CASTRO ST
THIRD ST
NINETEENTH AVE
SUNSET BLVD
GREAT HWY
ARMY ST
FREEWAY
O'SHAUGNESSY BLVD
PORTOLA DR
SLOAT BLVD
MISSION ST
OCEAN AVE
THIRD ST
JAMES LICK
I-280
GENEVA AVE

GENERALIZED COMMERCIAL AND INDUSTRIAL LAND USE PLAN

Map 1

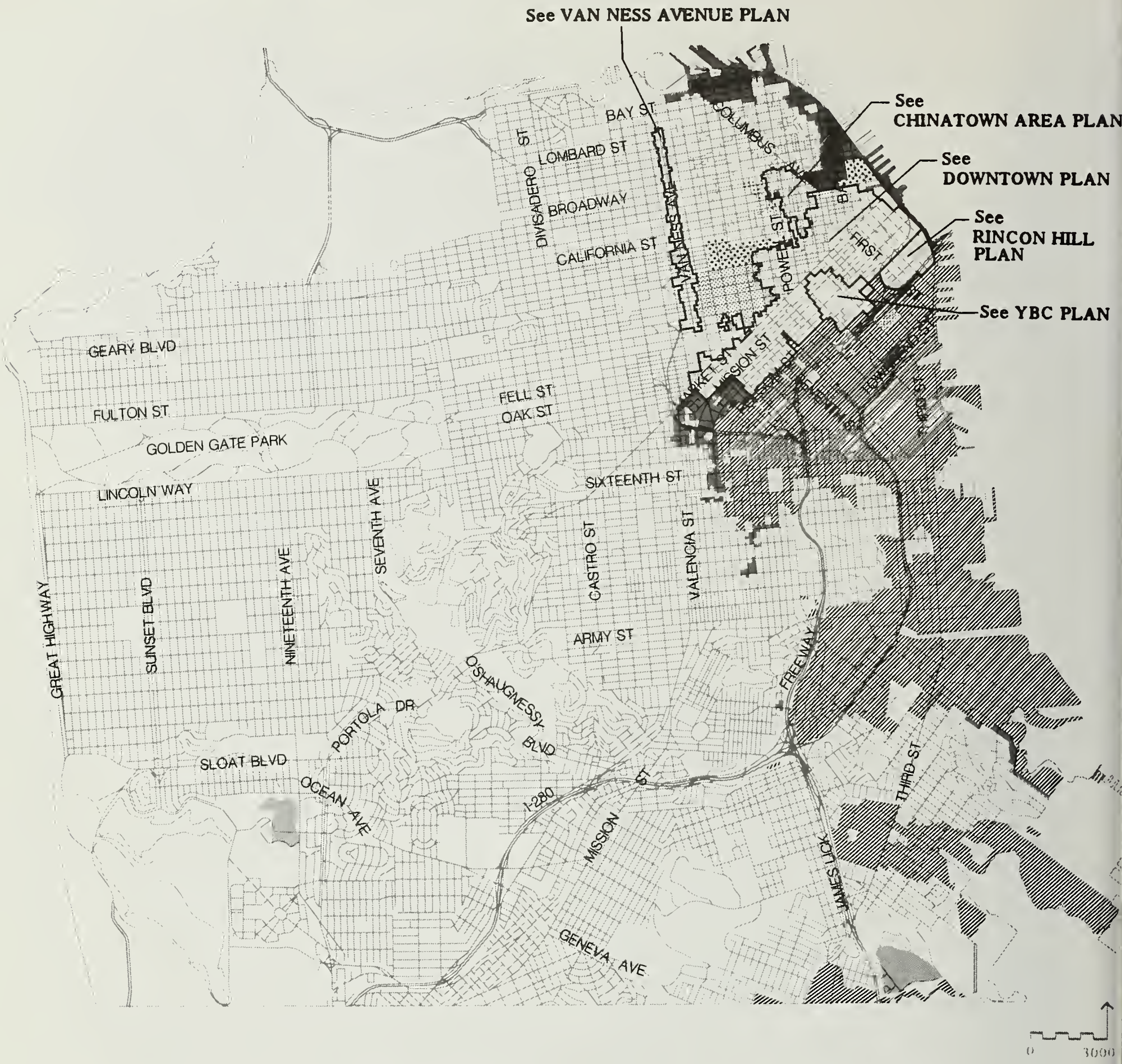
▨ MAJOR SHOPPING

░ LIGHT INDUSTRY

▩ BUSINESS AND SERVICES

⁜ GENERAL INDUSTRY

Note:
For Neighborhood Commercial Areas, see the Generalized Neighborhood Commercial Land Use and Density Plan.


See VAN NESS AVENUE PLAN
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FREEWAY
SLOAT BLVD
OCEAN AVE
I-280
MISSION ST
THIRD ST
JAMES LICK
GENEVA AVE
0
3000

GENERALIZED COMMERCIAL & INDUSTRIAL DENSITY PLAN
(Excludes Neighborhood Commercial Areas)

Map

DENSITY IN COMMERCIAL AREAS
(including residential uses)

■ 4.8–5.0 : 1 FAR

░ 3.6 : 1 FAR

DENSITY IN INDUSTRIAL AREAS
(including residential uses)

▨ 5.0 : 1 FAR

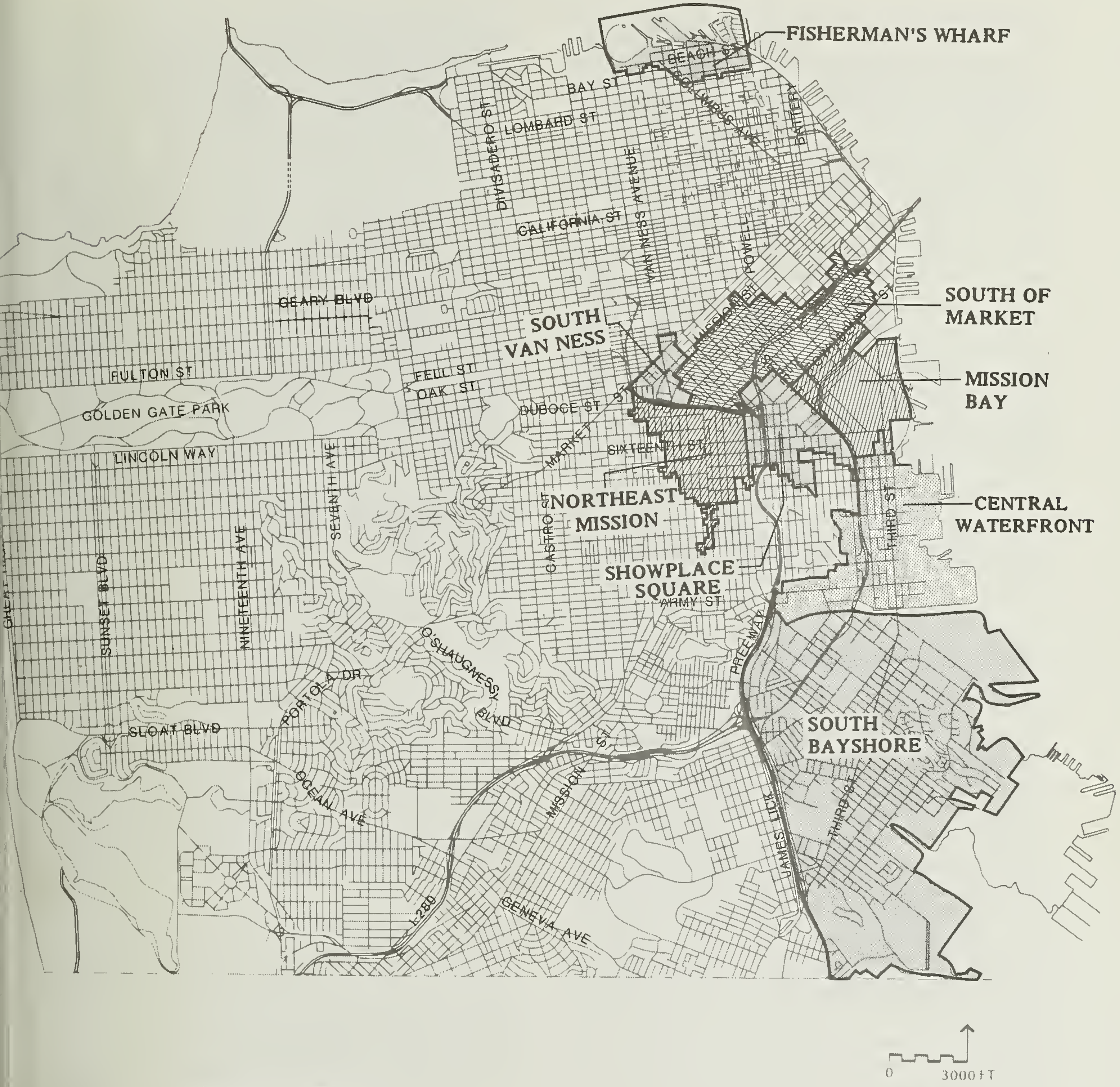
DENSITY IN RESIDENTIAL/COMMERCI
AREAS (excluding residential areas)

▓ 4.8 : 1 FAR

▒ 3.6 : 1 FAR

░ 1.8–2.0 : 1 FAR

Note:
In Commercial and Industrial districts, both FAR and dwelling unit density controls apply. In Mixed Residential-Commerical districts, FAR limits apply to nonresidential uses and dwelling unit limits apply to residential uses. See Map 3 in the Residence Element for dwelling unit densities. An additional 25% FAR may be added on corner lots in non C-3 districts. Public use areas are excluded.


FISHERMAN'S WHARF
SOUTH OF MARKET
SOUTH VAN NESS
MISSION BAY
NORTHEAST MISSION
CENTRAL WATERFRONT
SHOWPLACE SQUARE
SOUTH BAYSHORE
BEACH ST
BAY ST
LOMBARD ST
COLUMBUS AVE
BATTERY
DIVISADERO ST
VAN NESS AVENUE
POWELL
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FREEWAY
O'SHAUGHNESSY BLVD
PORTOLA DR
SLOAT BLVD
OCEAN AVE
MISSION ST
JAMES LICK
THIRD ST
I-280
GENEVA AVE
0
3000 FT

AREAS UNDER STUDY

Map 3

Note:
This map is for informational purposes and is not an official part of the Master Plan.

OBJECTIVE 2

MAINTAIN AND ENHANCE A SOUND AND DIVERSE ECONOMIC BASE AND FISCAL STRUCTURE FOR THE CITY.

The continued health of the commercial and industrial sectors of the city is important to residents beyond the aspect of employment. A strong and viable business sector generates development of a broader property tax base. San Francisco must annually budget and expend money for the maintenance and upgrading of its public improvements -- roads, sewers, transit system, parks, and other facilities. As these costs escalate along with other social service delivery costs — schools, hospitals, social welfare, police, fire -- it is critically important to diversity and strengthen the tax base that pays for many of these improvements and services. When it becomes necessary to raise property taxes to pay these costs, the impact falls heavily on residents and business, contributing to the outmigration of population and industry. Strengthening and broadening the tax base is therefore vital to the continued economic health of the city.

There also is a need to diversify the economic base of the city. Because of regional and national economic forces over which there is little local control, the city's economy is becoming more specialized in the areas of finance, insurance and real estate, tourism, and government and personal services. Some of these sectors are subject to cyclical variations that may contribute to instability of the economy. Furthermore, excessive dependence on these sectors also has implications for personal lifestyles, as more and more residents are dependent on office "paper jobs" for their livelihoods. Therefore, to the extent it is possible to alter the trend of greater single industry specialization and provide more diversity in the types of activities and job opportunities, the City should seek to do so.

POLICY 1

Seek to retain existing commercial and industrial activity and to attract new such activity to the city.

DANTE BENEDETTI'S NEW PISA
ITALIAN RESTAURANT
COLUMBUS CAFE

Many of the decisions made by a business concerning its future location are determined principally by factors related to market conditions affecting the cost of doing business. Factors, such as the purchase, transportation and storage of raw materials, labor costs changes in the nature or location of the consumers of the service or product, and obsolescence of capital equipment, are critical in determining whether a firm will move or not. There is little a city can do to alter these economic conditions in order to attract or retain a business. However, there are some factors that a city can affect in order to improve the possibility that a firm will decide to locate or remain in the city. The first step is to assess the needs of the business for such things as better transportation access, parking, room for expansion, security and a pleasant neighborhood environment for employees to work in.

In promoting the city as an area for potential firm location, it is important to be aware of those special aspects of location, environment, population and economic and social history that differentiate the city from other locations and make it a favored place for particular types of firms. In most instances these factors will be well known to a firm, and the City's receptiveness and "business climate" may be decisive in a determination to locate in San Francisco or a neighboring jurisdiction. The City should improve its chances for attracting firms by directing efforts toward business activities needing central city locations for office support, those benefiting from close proximity to a large, concentrated consumer population, and sectors for which San Francisco is already well known such as the design and apparel industries.

POLICY 2

Seek revenue measures which will spread the cost burden equitably to all users of city services.

A central city such as San Francisco performs functions for and provides services to the region for which it should be fully compensated. Older central cities have historically been the providers of services to both foreign and domestic immigrants to the country's urbanizing areas. Generally these people have come to the cities seeking new sources of employment and opportunity. Often they have not found the advantages they have sought and they have had to rely on the cities for inexpensive housing and for health and welfare benefits. The needs are those of society in general, yet the costs fall disproportionately upon the central cities.

In addition, the facilities and services of the central cities such as San Francisco provide employment, transportation, recreation, and cultural pursuits for populations that do not reside in the city and may not fully contribute to the costs of the public buildings, streets, transit, water and sewer systems and other facilities that they use. Additional revenue sources, such as taxes, user fees, and grants-in-aid should be sought which will more equitably compensate in the City for the functions it performs and the services it provides. Measures such as "employee" or "occupational" taxes may be appropriate. Legislation at the State level pursuing region-wide property tax and sales tax sharing systems should be developed. These systems could, if the formulas are developed correctly, allocate revenues to jurisdictions based on need rather than ability to attract commercial or industrial uses.

POLICY 3

Maintain a favorable social and cultural climate in the city in order to enhance its attractiveness as a firm location.

An important factor in choosing to locate in San Francisco or to remain once here is the attractiveness of the city as a place to live, work and pursue recreational interests. Recognition must be given to the importance of public efforts to improve the environmental quality in residential neighborhoods, provide recreational and cultural opportunities, and to improve the quality of the schools, and create and protect other amenities. Those aspects of the city have direct economic value. Desirability as a place to live and as an area in which to enjoy cultural and recreational activities are particularly important factors in determining location for the types of activities for which San Francisco enjoys a comparative advantage. If the city is to maintain its economically vital areas, it must assure that these social, cultural and environmental factors remain strong assets.

OBJECTIVE 3

PROVIDE EXPANDED EMPLOYMENT OPPORTUNITIES FOR CITY RESIDENTS, PARTICULARLY THE UNEMPLOYED AND ECONOMICALLY DISADVANTAGED.

In order to maintain a relatively stable and balanced City economy, new employment opportunities must be made available, offsetting a gradual loss of jobs in certain economic sectors such as manufacturing, wholesaling and food processing.

A major thrust of public efforts to expand employment opportunity should be directed toward the economically disadvantaged, and those under-employed or marginally employed and seeking productive and rewarding employment. San Francisco, like many central cities throughout the nation, has a relatively high percentage of its population unemployed. This problem is attributable to many factors including lack of formal education, inadequate or inappropriate skills for participation in areas of employment expansion, language difficulties, employment and housing discrimination and a sluggish national economy. There are limits to the ability of a local government to alleviate the general unemployment problem, in view of the profound effects of regional and national private investment factors in the local situation. However, there are some measures the City can take that will improve the employment climate and assist the unemployed and economically disadvantaged in gaining access to San Francisco jobs. The City should also take into account opportunities for employment outside of the city. A more active involvement at the regional level in assisting unemployed residents to locate jobs outside the city might aid in alleviating the disproportionately high rate of unemployment found in the city.

POLICY I

Promote the attraction, retention and expansion of commercial and industrial firms which provide employment improvement opportunities for unskilled and semi-skilled workers.

The greatest incidence of unemployment in the city is generally found among those without particular types of employment skills or educational training. The largest number of jobs, and the most desirable employment opportunities, tend to occur in the professional, technical, managerial and clerical fields in which either educational or practical on-the-job training is required to meet employment qualifications. Therefore, many unemployed and marginally employed residents of the city are unable to unable to take advantage of employment expansion in a number of the areas of employment growth in the city due to the lack of needed skills.

Sectors of the local economy which typically hire numbers of unskilled or non-technically trained persons are the tourist and service related industries such as hotels and restaurants. However, these employment sectors tend to be seasonal and low-paying in nature. Many of the economic activities which in the past have provided the largest sources of semi-skilled employment or entry-level jobs have included small-scale manufacturing, wholesaling, food processing, printing and publishing are experiencing employment declines due to relocation, consolidation, and business failure. The City should promote the retention of these activities and the expansion of sectors such as warehousing, apparel manufacturing, services, communications, and commercial printing in order to improve job prospects in these fields.

One employment sector that often serves to be a source of employment opportunity to minorities and low-skilled workers is the small business sector. However, small newly formed businesses suffer from a high percentage of business failures. Expansion of the small business sector would create more employment opportunities immediately accessible to these important groups.

The City should also assist in promoting employment opportunities that provide employment stability, decent wages, and opportunities for advancement. Many of the city's underemployed work under conditions of high turnover, lack job security, low pay, and remote possibilities for advancement. Such jobs are found principally in visitor-trade-related occupations, personal services, institutions, and temporary government employment programs. Although these employment areas offer initial job opportunities for many low-skilled individuals, measures need to be taken to build in greater stability and opportunities for career advancement. Care should be taken to assure that such jobs do not become "dead ends," i.e. jobs which provide no opportunities for advancement.

POLICY 2

Promote measures designed to increase the number of San Francisco jobs held by San Francisco residents.

Approximately two of every five jobs generated by San Francisco's economy are held by non-residents. The percentage of San Francisco residents in the total employment base varies according to type of industry, occupational group and income level. Persons in the higher-paying occupations -- managers, administrators, craftsmen -- are less likely to live in the city than persons employed in sales, in clerical jobs, or as operatives. The only exception is in the professions, where there is a relatively high percentage of residents.

Better labor mobility must be coupled with strong efforts to promote the hiring of residents by firms located in San Francisco. In some cases, such as in the letting of City contracts, it may be appropriate to require that hiring preference be given to San Francisco residents.

Efforts made to expand employment opportunities for unemployed and disadvantaged city residents must also address the question of racial, sexual, and other barriers between sectors of the labor market. A vigorous affirmative action program is necessary to permit minorities and women (who typically experience high rates of unemployment and underemployment) access to jobs with adequate compensation and advancement possibilities, particularly in the white-collar sectors where employment is growing most rapidly and possibilities for management and mid-level advancement occur. The City should utilize its good offices to encourage business to participate actively in employing resident minorities and women in jobs that provide training and skill development. The City should also ensure that its departments and contractors practice affirmative action in hiring programs.

POLICY 3

Emphasize job training and retraining programs that will impart skills necessary for participation in the San Francisco labor market.

The long-term unemployment impact from the loss of a particular type of business activity depends upon the ability of those unemployed to find jobs in related and closely allied fields. The degree to which unemployed individuals can change occupations -- their labor mobility -- depends on a number of factors such as skill level, income range, availability of jobs in other related areas, knowledge of those opportunities. Retraining and initial job training programs are two important public efforts toward increasing mobility within the unemployed resident labor force. Training directed toward the expanding office and office support occupations -- general services, technical sales, clerical -- should continue to be emphasized in both basic educational and occupational programs. The City should assist in providing these programs to those groups most in need of such services: the unemployed with limited work skills, the poor, the underemployed, women, and persons with limited English-speaking ability.

During the past several decades, the finance, administration and service sectors have been growing, and manufacturing, wholesaling and related industrial areas have declined. In response to these changes, the resident labor force is gradually drifting to reflect more closely the skills required in expanding areas of employment opportunity. The degree to which labor force mobility and change will allow skills and opportunities to mesh will greatly influence the ability of the city to solve its unemployment problems. To accomplish this a greater emphasis needs to be placed upon improving the ability of San Francisco's labor force to change and up-grade occupational skills.

POLICY 4

Assist newly emerging economic activities.

San Francisco attracts skilled people of all types, especially the artistically oriented, including artists, crafts people, dancers, film makers, musicians and theater groups. A growing number of live-work-show artist studios in the city attest to the city's attractiveness to artists. Because a growing number of city residents are deriving all or a portion of their livelihood from craft and other artistic endeavors, the city should recognize this as a form of economic activity and provide assistance to them.

The conceptualization, production and marketing of new products and services, due to changing technology or consumer tastes, is often referred to as an "incubator" industry. These ventures characteristically have a potential but lack sufficient capital, technical expertise, and managerial experience. The city should assist in providing technical assistance to these ventures. Some of these ventures eventually grow to medium and big size businesses yielding substantial economic benefits in terms of jobs and tax revenues to the city. One of the most promising incubator industries is the solar heating industry, due to rising costs of natural gas and heating oil.

INDUSTRY

OBJECTIVE 4

IMPROVE THE VIABILITY OF EXISTING INDUSTRY IN THE CITY AND THE ATTRACTIVENESS OF THE CITY AS A LOCATION FOR NEW INDUSTRY.

The dispersion of manufacturing activities from their initial concentration in San Francisco during the mid 19th Century has been a gradual process. Since the beginning of the century, aside from the stimulation provided by two major world wars, manufacturing has steadily declined in importance as an employer and land user in San Francisco just as it has gained in other parts of the Bay Region. San Francisco is not alone in experiencing a decline in the manufacturing and wholesaling sectors of industrial activity. Central cities, almost without exception, have experienced this trend largely for the same objective reasons that it has occurred in San Francisco - population shifts toward suburban areas, technological developments which demanded land-intensive structures, rising wages, escalating local taxes and costs of doing business in central cities. San Francisco has never been heavily dependent on manufacturing as an employer and tax base provider. This fact has lessened the impacts of fiscal and employment declines.

The employment decline experienced by the manufacturing sector was inevitable to the extent that the factors causing the outmigration were beyond the control of the city. However, the amount of continued decline can be, to some extent, influenced by the city. It is not likely that, given limits on available financial resources for massive redevelopment, the city can significantly overcome the objective factors which have lead to the loss of employment. However, cost-effective policies designed to reduce the loss of employment opportunities can and should be pursued which would be directed towards improving the climate for business in the city and providing adequate areas and services to encourage firms to remain in the city.

Furthermore, despite the decline of manufacturing generally, there are activities mentioned below, for which the central city remains an attractive location. Growth in these areas should be encouraged.

POLICY 1

Maintain and enhance a favorable business climate in the city.

The creation and maintenance of a positive relationship between city government and private industry is an important factor for many industries in choosing to stay or relocate. A good business climate includes the feeling on the part of business that they have a "receptive ear" when they approach City government with a problem or

request for assistance. One effective way of maintaining a positive business climate would be to improve the capability of City departments to intervene in situations of potential relocation and to coordinate City activities to respond to business needs. Intervention to assist businesses in staying in the City should only be done where the costs of doing so do not exceed the benefits to the city.

POLICY 2

Promote and attract those economic activities with potential benefit to the City.

Along with efforts to retain businesses, the City must attempt to attract new businesses to the city. It is likely that the City would have to undertake very costly measures such as major redevelopment combined with tax exemptions and subsidies in order to attract businesses for which a San Francisco location does not offer a comparative advantage. However, there are a number of economic activities for which the City does have a comparative advantage. Examples include the manufacturing of apparel and other textile products, small scale furniture manufacturers, commercial printing, communications companies, and business, medical and educational services. By concentrating attraction efforts on such enterprises the expenditure of the City's limited resources can be much more cost effective.

POLICY 3

Avoid public actions that displace existing viable industrial firms.

In some instances, public activities such as redevelopment efforts or public facility expansion or improvement can result in a physical displacement of a business. All too often when this occurs relocation is to a site outside the city. The City should recognize that many firms remain in the city primarily because of inertia, fixed investments in plant and equipment or excessive moving costs. These factors are overcome when public displacement occurs since moving costs and fair market value for land and facilities are paid by the City. Care should be taken to avoid unnecessary displacement. In determining the costs and benefits of the action causing displacement, the loss of taxes and jobs if the firm relocates outside the City should be looked at as costs.

POLICY 4

When displacement does occur, attempt to relocate desired firms within the city.

When dislocation is unavoidable, the City should seek to assist the displaced firm in obtaining a suitable alternative site in the city. This is particularly true if the situation is one in which the employment and tax revenues to the City outweigh costs to the City; it may well be appropriate to use public funds and redevelopment power to create a relocation site within the city for displaced firms.

POLICY 5

Avoid encroachment of incompatible land uses on viable industrial activity.

There are a small number of locations in the city which are a mixture of residential, commercial and industrial uses which were developed prior to modern zoning controls with separate uses. The South of Market area is a prime example. Such areas are resources of needed low cost housing and should be preserved and improved where feasible. Care must be taken, however, to assure that residential expansion is carried out in a way that will not cause eventual large scale displacement of the existing viable businesses.

Another potential problem results from the proximity of the growing office core to smaller scale business and industries in the South of Market area. Growth of the downtown office core should be carefully guided to avoid unnecessary dislocation.

POLICY 6

Assist in the provision of available land for site expansion.

Although San Francisco has a considerable amount of underutilized land available for industrial development, land is not always available in locations where new development is desired or feasible. A major problem facing many San Francisco industries is the lack of room for expansion. The cost of acquiring adjacent property, if it is developed, may be prohibitive to the firm. The initiation of small scale redevelopment activities to eliminate obsolescent and vacant buildings would allow land to become available for new development. Such actions might well prove financially beneficial to the city if vacant parcels and buildings could be utilized to generate increased tax revenues. Formation of a land bank by selected parcels of land received by the City could aid industries beneficial to the city by providing a relocation resource.

POLICY 7

Improve public and private transportation to and from industrial areas.

The accessibility to a suitable labor force is a critical factor in determining industrial site location. The lack of adequate public transportation services to the industrial areas of the City dictate that blue-collar workers provide their own transportation. Consequently, the availability of parking spaces is a problem within many of the city's industrial areas, particularly in the South of Market area.

Many industrial areas are inadequately served by public transportation routes which also serve residential areas of the city. Therefore, the transit time from residential areas to the industrial activities is prohibitive. Improved transit service would make these residential areas more accessible to commuting workers and would also reduce the parking problems currently encountered in commercial and industrial areas.

In addition, some underdeveloped industrial areas are relatively isolated in terms of being able to move goods and services to and from them efficiently. Their development potential would be enhanced if transportation access from these areas to regional transportation linkages were improved. One of the advantages of the Southern Crossing would have been the improved regional access to the Southeastern section of the city. Other means - without the disadvantages of the Southern Crossing - should be sought.

POLICY 8

Provide for the adequate security of employees and property.

Vandalism, in certain of the city's industrial areas, causes large losses for firms and threatens employee security. In some instances, firms in areas where fear of crime is a particular problem have difficulties attracting a qualified work force. Concern about security of employers and employees can affect plans for expansion and may cause relocation. It also affects employee turnover. Measures such as increased police presence and surveillance of industrial areas and improved lighting are important in providing a sense of security for employers and employees.

POLICY 9

Maintain a competitive tax structure for industrial uses.

The local tax structure can influence locational decisions for firms. There may be situations where, when all other things are equal, a more favorable tax situation in a neighboring jurisdiction may induce a firm to relocate.

A delicate balance must be maintained. Commerce and industry should bear its fair share of the costs of city services. However, the tax rate should not be so great compared to other jurisdictions that the activity is induced to leave the city.

POLICY 10

Enhance the working environment within industrial areas.

Public efforts to enhance the environment of industrial areas with little or no cost to the city should also be pursued. The promotion of a limited number of small retail areas, restaurants, small parks, and pleasant sidewalks would serve to improve the environment of many dreary industrial areas. City actions of this sort can significantly influence the attractiveness and appeal of industrial neighborhoods.

POLICY 11

Maintain an adequate supply of space appropriate to the needs of incubator industries.

Small, emerging industries in the City, many utilizing new technologies, are dependent on relatively inexpensive space accessible to prospective markets. Examples of these "incubator" type industries include electronic data processing firms, business services, apparel manufacturing and design, crafts manufacturing, etc. During the early stages of developments, while markets are being established, fixed costs such as rent and transportation must be kept at minimal levels. Larger, older buildings with storage and loft space are particularly valuable. The South of Market area is currently serving as a functional area containing a supply of such spaces needed by new businesses. The maintenance of a reservoir of such spaces, which can fulfill these needs, is needed.

MARITIME

OBJECTIVE 5

REALIZE SAN FRANCISCO'S FULL MARITIME POTENTIAL.

San Francisco began and has developed as a maritime City. The city offers great natural advantages as a port. Maritime activity has stimulated the development of San Francisco as a commercial center of the West Coast and has contributed as much to the special flavor of San Francisco.

The city has been a gateway to the West and the world beyond. The advents of rail, highway travel, air transportation and telecommunications have, however, increasingly lessened San Francisco's dependence on water-related activity. Other Bay ports have matured and San Francisco has lost its preeminence as a port city, and much of its waterfront is under-utilized. However, the role of maritime activity in San Francisco's economy remains significant in terms of the jobs it offers to skilled and semi-skilled workers. In addition, most maritime activity offers the additional benefit of being a relatively "clean" industrial activity; many of its potential adverse consequences, such as congestion and noise, can be overcome.

The prospects for strength and considerable growth in world and Bay Area maritime activity are optimistic. Rail rates and shipping times to the East, for example, are the same for all Bay Area Ports. However, San Francisco has not capitalized on this growth potential. A lack of adequate financial and management resources, utilization of developing technologies, necessary land for development and the financial burden of maintaining existing facilities have contributed to this situation.

POLICY 1

Develop and implement a comprehensive long-range maritime development program for the port.

Cargo traffic through the Bay Area is expected to continue to grow at least through the year 2000. Ports which can offer the fastest movement of goods at the least cost will capture increasingly greater shares of this growth. In recent years port development and expansion has been achieved by the aggressive and foresighted utilization of new technologies and techniques such as containerizaton, lighter aboard ship, roll on -roll off, mini- and maxi-bridge and automated dry-bulk feeders.

The Port should develop and carry out a comprehensive long-range maritime development program which assesses future cargo market demand, developing technologies which might be employed in San Francisco to meet the demand, and land and capital investment which will be necessary to permit San Francisco to capture a reasonable share of the market.

POLICY 2

Focus investment on those port features in which San Francisco has a natural advantage. Create competitive advantages by providing more cost efficient freight handling facilities.

It is particularly important to focus limited resources on those areas in which San Francisco has a competitive advantage rather than to provide facilities to compete with other Bay ports for the same market. For example, San Francisco has one of the greatest potentials for deep-water port development on the West Coast. It also retains its attractiveness as a break bulk port. On the other hand, it has only a limited ability to compete for the container market: unstable land fill conditions make the cost of preparing suitable back-up space extremely high.

It may be possible in the future to create competitive advantages by anticipating future shipping needs and technologies. Investments will necessarily be selective because funds will be limited. Investment strategy therefore should include an assessment of natural advantages and of the potential for increasing competitive advantages by use of advanced technologies.

POLICY 3

Aggressively market existing maritime facilities.

Facilities such as the Grain Terminal, the Free Trade Zone and Pier 80 are presently underutilized. New container facilities are not being used to their maximum potential.

While the long term growth and competitive advantage of the Port may be realized through initiation of new capital investments, it is also important to maximize the return on existing maritime facilities. This will require aggressive promotional and marketing techniques.

POLICY 4

Avoid actions which may serve to displace desired existing maritime uses.

Historically, maritime activity in San Francisco was principally located along the Northern Waterfront. Expansion of office uses within the Embarcadero Center, and the development of residential uses in the Golden Gateway Project have resulted in increased pressure on maritime uses in the Northern Waterfront area. This expansion should not be permitted to encroach on designated maritime areas as long as maritime use remains feasible.

Available waterfront land is a limited resource and maritime activity remains vital to the city's economy. It should therefore have priority use of waterfront lands that it may realistically need to survive. Specifically, piers in active maritime use should remain so unless it can be clearly established that the maritime use can be relocated elsewhere on the waterfront and the area put to a more desirable use.

POLICY 5

Assure adequate funding for capital investments as well as operational expenses of the port.

All major ports are subsidized in some form. Some receive tax overrides or have independent taxing authority. Others receive oil royalties or airport revenues.

The Port of San Francisco has financed its operation and development since it came under local control by means of its revenues and a general obligation bond. However, there is increasing likelihood that the Port's costs will soon exceed its revenues.

Both the capital investment necessary to regain competitive advantage and the funds necessary for proper operation of existing facilities must be assured. If sufficient revenues to meet Port needs are not forthcoming, some form of public subsidy should be provided. Although the City took over the Port from the State with the pledge that the Port would not go on the tax rolls, changed circumstances may necessitate and justify a modification of that commitment. Public funds spent to aid and enhance a port's operation can be an excellent investment by providing jobs and direct and indirect revenues.

POLICY 6

Foster the relation of maritime activity to other segments of San Francisco economy.

Many of San Francisco's commercial activities such as financing, warehousing, and import-export activities grew historically as a result of their close relationship to maritime trade. That link between national and international trade and San Francisco's economic health has not diminished to this day, though other modes of transport and communications have supplemented shipping.

Those who ship or receive cargo benefit from a port in closer proximity to their home office or ultimate point of delivery where inspections, drayage or deliveries are easier. Many service industries and offices serving maritime trades throughout the Bay Area are located in San Francisco by historical precedent and benefit by a proximity of their customers or clients. This is a source of competitive advantage vis-a-vis other Bay Area and western ports and should be exploited.

POLICY 7

Restore the fishing industry in San Francisco.

Generations of visitors have been charmed and many tables graced by the San Francisco fishing fleet. The many restaurants and close residential areas created a significant market for their catch. Fishing has benefited San Francisco's economy as employer, retailer and as a part of the large and growing tourist industry.

In recent years, however, the facilities for docking and fish processing have deteriorated and the fleet has diminished. Local unavailability of fish and the high cost of land and facilities in San Francisco have had serious effects on the industry.

Commercial fishing, fish processing and businesses which provide services to the fishing fleet should be encouraged and expanded, particularly in the area of the Hyde Street Pier and Pier 45.

POLICY 8

Encourage maritime activity which complements visitor activity and resident recreation.

San Francisco has long been a romantic terminus for passenger ships. These activities have contributed to the positive image of the Port of San Francisco as well as brought visitors to the city. While the airplane has replaced the ship as the primary means of personal transoceanic travel, the declining passenger ship activity has been stabilized by the emergence of cruise ships. For these ships, San Francisco may be an embarkation point or a stop en route. Facilities for passenger ships have, however, deteriorated in recent years. Pier 35, the pier now used, is old and in need of modernization. However, it affords a dramatic entrance or exit from San Francisco, is close to other visitor attractions, and is convenient to hotels and lend transportation. These passenger facilities should be maintained and improved.

Boating has become an increasingly popular recreational sport. Additional small boat marinas along the San Francisco waterfront can provide attractive, low cost assets which bring revenue to the city and should be provided at appropriate locations.

POLICY 9

Reestablish Hunter's Point Naval Shipyard as a major source of maritime employment and activity.

Until its closure in 1974, the Hunter's Point Naval Shipyard was a major source of maritime employment and activity, both military and civilian. At its peak, the shipyard was one of the largest industrial employers in the city. Efforts to revive use of its facilities should be encouraged. In addition to the important ship repair, ship building, docking and other industrial facilities which remain but are unused, the shipyard presents opportunities for additional industrial and maritime uses. Perhaps its most important asset is its proximity to natural deep water. There is the potential for the development of a deep water port designed to carry high capacity bulk cargoes. West Coast ports, such as Long Beach, Portland and Seattle, are investigating and pursuing their own potential for deep water port development. Vancouver has developed a deep water port. Hunter's Point appears to offer one of the best and least expensive opportunities for such a facility if some of the environmental problems it poses can be solved.

POLICY 10

Increase cooperation among bay ports.

San Francisco has suffered in the recent competition with Oakland and to lesser extent other Bay Area ports. They have been better able to marshal requisite capital and land to take advantage of new technology. This process of shifting to new facilities occurs in every major world port, but in almost all situations the old and new facilities are controlled by the same agency or jurisdiction. To remain competitive, ports must be prepared to offer a range of services and hope that resources are sufficient to prepare for and take advantage of new technology.

National and international shippers view the Bay Area as a single destination since times and rail links are the same. The economics of Bay Area communities are linked by workers and trade and could benefit by mutual cooperation. Bay Area ports should work to avoid unnecessary duplication of facilities and encourage each port to develop its own particular strengths. It may be that in the long run a single regional port agency will best serve everyone's interest.

POLICY 11

Pursue permitted non-maritime development on port properties.

The Port of San Francisco is the owner of more land along the waterfront than is likely to be put into maritime use. Some of these properties, primarily, but not exclusively, the area from North China Basin to Fisherman's Wharf, are suitable and attractive for residential, commercial or recreational uses.

In the past, non-maritime development on port properties, particularly development on piers over the water, has been plagued by community disagreement and by conflicting plans for the various public entities that must approve non-maritime development. The "Plan for the Northeastern Waterfront," which is part of the City's

Master Plan, was developed with the participation of diverse interests in the waterfront and it has been endorsed by the Port Commission. It also is consistent with the Bay Conservation and Development Commission's Plan for the San Francisco waterfront. These plans permit, in various locations, non-maritime development which will not usurp or conflict with maritime development and which will provide substantial revenues to the Port and the City while at the same time contributing to the environmental quality of the area. These opportunities should be vigorously pursued by the Port or some other agency on behalf of the Port to provide needed revenues for development of the Port's maritime facilities.

DOWNTOWN OFFICE
DOWNTOWN RETAIL

See "**SPACE FOR COMMERCE**" Section of the Downtown Area Plan.

NEIGHBORHOOD COMMERCE

OBJECTIVE 6

MAINTAIN AND STRENGTHEN VIABLE NEIGHBORHOOD COMMERCIAL AREAS EASILY ACCESSIBLE TO CITY RESIDENTS.

San Francisco is well known as a city with many distinct neighborhoods whose diverse characteristics are expressed on their commercial streets. Many of these neighborhood shopping areas reflect the surrounding neighborhood's ethnic and lifestyle characteristics, building scale and architectural style, topography, and historical development.

Neighborhood commercial districts also constitute an important part of the city's economic base, contributing to the city's fiscal stability through property and business taxes, and providing employment opportunities for local residents. They create a public domain where individuals can choose from a wide array of activities as well as have opportunities for leisure, cultural activities and entertainment. Many districts maintain an active street life and pedestrian character which enhances the city's stature as a walking city.

The continuing viability of a neighborhood commercial district is dependent primarily on its ability to provide required services and maintain customer patronage. The successful district provides a variety of goods and services in an atmosphere of safety, convenience, and attractiveness.

POLICY 1

Ensure and encourage the retention and provision of neighborhood-serving goods and services in the city's neighborhood commercial districts, while recognizing and encouraging diversity among the districts.

One of the unique charms and features of San Francisco is the diversity of its neighborhoods and their shopping areas. Neighborhood commercial areas vary widely in function, trade area, form, design and character; but they all serve a common purpose in providing goods and services to meet the needs of City residents. In particular, convenience goods and services, such as groceries, personal toiletries, shoe repair, hair cutting, film processing, laundry and dry cleaning, should be readily available to residents in nearby shopping areas. Residents require easy access to such goods and services in order to satisfy their basic personal and household needs.

While all neighborhood commercial districts provide, in greater or less degree, for the convenience needs of residents in adjacent neighborhoods, most districts also provide specialty and comparison goods and services to a larger, often citywide trade area. Few districts could survive economically by confining their market exclusively to immediately surrounding residential areas.

A district may specialize in uses which cater to its surrounding neighborhood's lifestyle. However, as a district becomes more specialized, it may need to draw from a broader geographical market area in order to sustain itself with sufficient customer patronage. The function of a district is also influenced by its proximity to other commercial areas. Some relatively isolated districts may serve nearly all the retail and service needs for a residential neighborhood. Other districts may serve a community in conjunction with other nearby commercial districts, each with varying degrees of specialization.

Neighborhood shopping areas also differ in the size, scale, and configuration of their lots and buildings. They range from a small cluster of lots to linear shopping districts, extending two or more blocks along arterials or thoroughfares. Neighborhood shopping centers and supermarkets with extensive on-site parking are also scattered throughout the city. The differing sizes of lots and blocks, which are determined in part by the neighborhood's topography, influence the configuration of the commercial district and its surrounding lots. The variation in topography, lot size and juxtaposition with surrounding uses, in addition to the district's historic development, all contribute to the variety in size, shape, and architectural style of a district's buildings.

The scale and extent of commercial activity, relative to other uses, also varies among districts. Commercial uses may occupy from one to four stories, in a continuous series or interspersed among residential buildings. In many linear shopping districts, the commercial activity side streets or alleys containing a mix of commercial and residential uses.

The variation in function and character of commercial districts should be maintained through controls on building form, scale, ground story and upper story commercial and residential uses, and operation which reflect the differences between districts and reinforce the variations in individual land use patterns.

The essential character of neighborhood commercial districts should be maintained by encouraging and protecting uses which provide necessary goods and services to the surrounding neighborhoods and which are compatible in scale or type with the district in which they are to be located. Often, a district's character is defined by certain established businesses which have been serving the neighborhood residents and businesses for an extensive period. Loss of such businesses could undermine that district's distinctive character. However, districts also should be allowed to evolve over time in response to changes in the neighborhoods they serve and changes in consumer tastes and preferences.

The determination of the appropriateness of various land uses in neighborhood commercial districts should consider the following basic aspects:

- Individual district character;
- Customer orientation of the district;
- Residential community living within and adjacent to the district;
- Necessity and desirability of the use to the community; and
- Environmental impacts of the use.

The following guidelines, in addition to others in this objective for neighborhood commercial districts, should be employed in the development of overall district zoning controls as well as in the review of individual permit applications which require case by case review and City Planning Commission approval. Pertinent guidelines may be applied as conditions of approval of individual permit applications. In general, uses should be encouraged which meet the guidelines; conversely, uses should be discouraged which do not.

GUIDELINES FOR ALL USES

- Existing businesses, especially neighborhood-serving retail stores and services, should be retained wherever feasible and in conformity with the Planning Code.

- New uses should be consistent with the purpose of the district in which they are located as stated in the Planning Code.

- In small-scale districts with limited amounts of commercial space, priority should be given to retail stores and services which primarily serve the needs of nearby residents. Larger-scale districts may include some larger or more specialized uses which serve a broader citywide or regional clientele in addition to convenience oriented businesses. However, no district should include so many specialty stores that space is not available for businesses which serve the needs of nearby residents. The appropriate size of an individual use may vary depending on the type of merchandise or service offered and the volume or intensity of customer activity it generates.

- The use should contribute to the variety of uses in the district and avoid an undesirable concentration of one type of use in a certain location. In low-intensity districts, a balanced mix of various neighborhood-serving uses, with no concentration of a particular use, is desirable. In higher-intensity districts with a special orientation to one type of use (such as antique stores), clustering of such specialty uses may be appropriate. However, one type of use should not occupy an entire block frontage.

- The use should not detract from the livability of the district or adjacent residential areas by causing offensive noise, odors, or light, particularly in the late night or very early morning hours.

  Establishments operating in the late night or early morning hours should provide goods and services which are necessary or desirable to the community at those hours. For example, longer hours of operation may be appropriate for neighborhood-serving convenience stores such as groceries or pharmacies.

- If locating at the ground story, the use should contribute to an active retail frontage. In districts with continuous active retail frontage, individual uses which do not serve the general public during regular business hours, such as churches, are encouraged to share ground story space with more active uses. This guideline may not apply in those districts or parts of a district where retail uses are interspersed with fully residential buildings and institutional facilities. However, in some areas, it may be appropriate to allow conversion of non-commercial ground story space in order to accommodate commercial growth in the district, if such growth would not create unmanageable parking, noise or other unwanted impacts.

- The use should fully utilize available floor area. Uses which require a limited amount of ground story frontage, such as limited financial services and hotel lobbies, should provide access to remaining space for use by other establishments.

- The use should not significantly increase traffic congestion or parking problems. The use should be evaluated for its traffic and parking impacts, especially on surrounding residential areas. Significant adverse impacts should be sufficiently mitigated or the use should not be permitted (See Auto-Oriented Facilities guidelines and Policy 8 of this Objective for more specific guidelines on parking).

GUIDELINES FOR SPECIFIC USES

In some districts, the balanced mix of commercial activities has been upset by the proliferation of certain uses such as financial services, restaurants and bars, take-out food and quick-stop establishments and entertainment uses. Overconcentration of one or more types of uses reduces the opportunity for other needed uses. The concerns are not limited to the number and concentration of these uses but also include the related nuisances they create and their impacts on the neighborhood. Other uses, such as automotive repair and parking, also can create noise and traffic problems. Special controls should be adopted for these uses in districts where they are a particular problem. These uses should adhere to the following guidelines, in addition to the general guidelines noted above.

Financial Services

- Financial offices should not be located near other financial service uses or add to an overconcentration of financial services in a single district. In most districts, it is preferable that financial services be at least 500 feet apart. In certain locations, clustering may be appropriate, depending on potential traffic circulation and parking impacts, but in no case should the number exceed the maximum number that would be allowed if all financial services in the district were at least 500 feet from each other. For example, a configuration of clustered financial services where off-street parking is shared might be a more efficient use of land than an even distribution of such financial services. Another example where clustering may be appropriate is in a non-linear area district where a cluster of financial services may provide greater choice and more convenient service to nearby merchants who need such services than an even distribution of financial services throughout the district. In addition to overconcentration within a single district, proximity to financial services in other nearby districts should be considered in evaluating the need and impacts of a new financial service use or a new location for an existing financial service establishment.

- New, expanding or relocating financial service establishments should provide a detailed analysis of the potential impacts on existing transportation systems which serve the location. If significant adverse impacts on traffic and transit volumes and circulation and parking congestion are anticipated, especially on transit-preferential streets, the proposed use should be redesigned to mitigate such impacts (e.g. reducing the project size) or providing off-street parking, or the use should be prohibited. The location of limited financial services should be carefully evaluated, as to the potential for double-parking or illegal parking by users of the facilities and the interference with traffic circulation by such vehicles (See Policy 9 for additional guidelines). If the proposed use includes automated teller machines, this evaluation is especially critical in determining the appropriateness of the use and its location.

- Financial services should provide retail banking services to serve the business community as well as the residential community.

- The location of new, expanding, or relocating financial services should avoid, if feasible, the demolition of sound buildings which are compatible in scale and character with other buildings in the district.

- If new construction is necessary, inclusion of other commercial uses and/or residential units may be desirable. New structures should have continuous retail frontage along the shopping street or mall except where access to upper-level uses, accessory parking, loading or public open space is necessary. New development should be compatible in scale, design and use with the rest of the district.

- In neighborhood commercial districts where drive-up facilities are not permitted, financial offices should be pedestrian oriented. In cases where drive-up facilities are permitted or parking is required, interruptions of the continuous retail frontage should be kept to a minimum.

- Automated teller machines should be recessed from the sidewalk, when possible, or should be incorporated into limited financial service facilities inside the facility with adequate waiting space for patrons.

Eating and Drinking Establishments

Eating and drinking establishments include bars, sit-down restaurants, fast food restaurants, self-service restaurants, and take-out food. Associated uses which can serve similar functions and create similar land use impacts include ice cream stores, bakeries and cookie stores. Guidelines for eating and drinking establishments are needed to achieve the following purposes:

- Regulate the distribution and proliferation of eating and drinking establishments, especially in districts experiencing increased commercial activity;

- Control nuisances associated with their proliferation;
- Preserve storefronts for other types of local-serving businesses; and
- Maintain a balanced mix of commercial goods and services.

The regulation of eating and drinking establishments should consider the following:

- Balance of retail sales and services;
- Current inventory and composition of eating and drinking establishments;
- Total occupied commercial linear frontage, relative to the total district frontage;
- Uses on surrounding properties;
- Available parking facilities, both existing and proposed;
- Existing traffic and parking congestion; and
- Potential impacts on the surrounding community.

In districts where the proliferation of eating and drinking establishments could generate problems, the following guidelines should be employed in the consideration of new establishments, relocations, changes from one kind of eating and drinking establishment to another (e.g. from self-service restaurant to full-service restaurant), expansion or intensification of existing establishments:

- The establishment should not add to an overconcentration of eating and drinking establishments in a single district. The balance of commercial uses may be threatened when eating and drinking establishments occupy more than 20% of the total occupied commercial frontage. Proposals for eating and drinking establishments which would increase the proportion of total occupied commercial frontage above 20% should be reviewed to ensure that they would not reduce the variety of neighborhood-serving uses; nor create substantial noise, traffic, parking problems, or other nuisances in the district or surrounding neighborhood. Those establishments that would do the above should not be permitted. Except in districts with an established pattern of service to a broad market, such as North Beach, such establishments should not occupy more than 25% of the total commercially-occupied frontage in a district. To minimize the problems they can create, eating and drinking uses should generally be at least 100 feet apart from each other, unless there are factors making clustering of uses appropriate. For example, a configuration of clustered eating and drinking uses where off-street parking is shared might be more appropriate than an even distribution of such establishments.
- New, expanding or relocating eating and drinking uses should not impose significant adverse impacts on traffic and transit volumes and circulation and parking congestion. If such impacts are anticipated, especially on transit-preferential streets, the proposed use, expansion or relocation should be redesigned to mitigate such impacts, or it should be prohibited. (See Auto-Oriented Facilities section and Policy 9 of this Objective for more specific guidelines on parking).
- Eating and drinking uses should be adequately soundproofed or insulated for noise and operated so as to reasonably protect adjoining and surrounding upper-story residences from disturbances. Fixed source equipment noise should not exceed the decibel levels specified in the Noise Control Ordinance.

Fast Food Restaurants and Self-Service Restaurants

Fast food restaurants and self-service restaurants including take-out food establishments are retail uses which provide quick food service for consumption on or off the premises, which are often designed to serve a high volume of customers at a high turnover rate. As a result, this use can generate problems in traffic and pedestrian circulation, parking congestion, litter, noise and odors. All guidelines for eating and drinking establishments should apply to fast food restaurants and self-service restaurants in addition to the guidelines stated below.

- Large fast food restaurants occupying more than 1000 square feet of floor area are discouraged in neighborhood commercial cluster districts, small-scale neighborhood commercial districts and those individual districts where such discouragement is noted in their description and purpose statements. Large fast food restaurants of that size usually are designed to attract high volumes of customers from a large trade area. Such volumes of customers can generate various nuisance problems for the surrounding residential neighborhoods, especially parking congestion, traffic and pedestrian circulation, litter and late-night activity.
- The proposed use should not add to an overconcentration of fast food restaurants in a single district. As a general rule, fast food restaurants should be evenly distributed throughout the district. However, in certain locations, clustering may be more appropriate. For example, a configuration of clustered fast food

restaurants where sufficient off-street parking is shared between them might make more efficient use of land than an even distribution of fast food restaurants throughout the district. The number of large fast food restaurants and small self-service restaurants should not exceed the maximum number that would be allowed if all fast food restaurants in the district were at least 500 feet from each other.

- To avoid potential pedestrian-vehicle conflicts where large numbers of children are present, fast food restaurants should not be within 500-foot walking distance of an elementary or secondary school.
- New or expanding large fast food restaurants should provide a detailed analysis of their anticipated impacts on transportation systems. If problems are anticipated, especially on transit-preferential streets, the proposed use should be reduced in size and/or redesigned to mitigate the above impacts, or prohibited. If the estimated parking demand for the use cannot be accommodated by existing or new off- or on-street parking facilities, the use should provide ample off-street parking on the site or within a reasonable walking distance of the site to provide for the parking demand; otherwise the use should be prohibited (see Auto-Oriented Facilities section and Policy 9 of this Objective for detailed guidelines).
- The use should provide adequate waiting space for walk-in patrons.
- The use should be equipped with sufficient outdoor and indoor trash receptacles to avoid litter problems in the surrounding neighborhood.
- The operator of the use should be responsible for maintaining the sidewalk within a one-block radius of the site free of paper or litter.
- The use should be designed and operated to contain fumes and odors within the cooking areas, so that such fumes and odors will not spread to adjacent or upper-story uses.
- The new or expanding use should close at 12:00 Midnight or earlier.

Take-Out Food, Convenience Stores, and Similar Quick-Stop Establishments

Quick-stop establishments include fast food restaurants, self-service restaurants, take-out food, convenience stores and other quick-stop establishments which may or may not involve food service. These latter uses may include small or medium-sized grocery stores, film processing stores, video rental outlets, dry cleaners, and other establishments which primarily provide convenience goods and services and generate a high volume of customer trips. Guidelines for fast food restaurants and self-service restaurants including take-out food are noted separately above.

- These uses should be interspersed with other retail businesses and avoid undue concentration of one type of product.
- The site should provide adequate waiting space for walk-in or drive-in patrons.
- The site should be equipped with sufficient outdoor trash receptacles to avoid litter problems in the surrounding neighborhood.
- New or expanding uses should not impose significant adverse impacts on traffic and transit volumes and circulation and parking congestion. If such impacts are anticipated, especially on transit-preferential streets, the proposed use should be redesigned to mitigate such impacts, such as being reduced in size or providing off-street parking, or the use should be prohibited (see Auto-Oriented Facilities section and Policy 9 of this Objective for detailed guidelines).

Entertainment and Adult Entertainment Uses

Adult entertainment uses are generally inappropriate in most neighborhood commercial districts because:

- There is adequate provision of space for these uses in other areas of the city. Commercial space in neighborhood commercial districts should be preserved for other types of uses which provide essential retail goods and services for the surrounding residential communities.
- Neighborhood commercial districts are located near family-oriented residential areas; since adult entertainment uses may attract criminal activity, their proximity to residential areas, parks, schools, and churches may introduce criminal activity in such neighborhoods, or may tend to reduce property values;

  They appeal to a more specialized clientele, drawing customers from outside the neighborhood who may drive and create or add to parking congestion, and occupy space that could be devoted to uses which serve a broader segment of the immediate neighborhood.

Entertainment uses may be appropriate in certain districts or parts of districts. The following guidelines should be used in their review:

- Except in the Broadway district, where later hours may be appropriate under carefully regulated conditions, entertainment uses should not be open after 2:00 a.m. in order to minimize disruption to residences in and around a district. For uses involving liquor service, potentially loud music, dancing or large patron volumes, earlier closing hours may be necessary.

- Entertainment uses should be adequately soundproofed or insulated for noise, as certified by an acoustical engineer, and operated so as to reasonably protect surrounding residences. Fixed source equipment noise should not exceed the decibel levels specified in the San Francisco Noise Control Ordinance. Ventilation systems should be adequate to permit doors to stay closed during performances.

- Except for movie theaters with substantial soundproofing, entertainment uses should not involve electronic amplification after midnight, in order to minimize disruption to surrounding residences.

- New adult entertainment uses should be at least 1000 feet from the nearest existing adult entertainment use.

Hotels

- New hotels should be discouraged if they displace existing retail sales and services which are necessary and desirable for the surrounding neighborhoods.

- In districts with an overconcentration of hotels and similar accommodations, it is preferable that new hotels be located at least 300 feet from any existing hotel, motel or bed and breakfast establishment unless there are factors such as traffic circulation, parking, or land use distribution which make clustering appropriate.

- New hotels should contribute to an active retail frontage by providing stores, coffee shops, or convenience retail on the ground story of the major street frontage.

- Hotel development should be compatible in scale and design with the overall district character and especially with buildings on the same block.

- Access to required hotel parking should be designed to minimize interruption of the active retail frontage and disturbance to adjacent residences.

Auto Repair Services

- Adequate building space should be provided for carrying out all repair services inside the building.

- Auto repair facilities should be large enough to accommodate all cars on site and avoid on-street parking of cars before or after repair work is done. If temporary on-site storage of cars must be outside the building, suitable landscaping or screening should be provided.

Auto-Oriented Facilities

Most uses have the potential to be auto-oriented, depending on the extent to which patrons, employees, and other visitors arrive by automobile. In general, however, the uses which tend to be the most auto-oriented are those which:

- Serve automobiles directly, such as gas or service stations, auto repair garages, or automobile washes;

- Serve customers while in their cars, such as drive-through windows for banking, food service or film processing;

- Provide convenience goods and services such as fast food restaurants or take-out food, convenience grocery stores, financial services (with or without automated teller machines), or post offices;

- Sell bulky items or items purchased in volume such as furniture or appliance stores, supermarkets, and large discount stores; and

- Operate at times or for purposes for which most customers view alternate modes of transportation as inconvenient, such as dinner restaurants, 24-hour stores, evening entertainment uses, and hospitals.

Any use exhibiting some or all of these characteristics should be carefully evaluated for its potential impact on the transportation systems serving it (See Policy 9 for guidelines on parking demand analysis). Uses which are expected to generate significant adverse impacts on the transportation systems serving them should not be permitted.

Non-thoroughfare transit-preferential streets, collector, local and recreational streets which are located in residential areas, as designated in the Transportation Element of the Master Plan, are not considered appropriate for auto-oriented facilities. Certain major and secondary thoroughfares are appropriate for auto-oriented or drive-up facilities.

Such uses which exhibit these characteristics should not be located in areas where large numbers of children are present, in order to avoid pedestrian-vehicular conflicts. Typically, the use should not be within 500-foot walking distance of an elementary or secondary school.

POLICY 2

Promote economically vital neighborhood commercial districts which foster small business enterprises and entrepreneurship and which are responsive to economic and technological innovation in the marketplace and society.

The economic vitality of neighborhood commercial districts is an essential component of the fiscal health of the city and is necessary to ensure that quality services are available to its people. There must be a strong city commitment to assist local businesses in maintaining and improving the economic climate and to provide the physical improvements and public services necessary to ensure confidence in local investors.

Through the enterprise of small businesses, neighborhood commercial districts provide significant full and part-time employment opportunities for city residents. Neighborhood businesses' payroll and gross receipts taxes make a substantial contribution to the city's tax base. City policies should foster an environment conducive for neighborhood commercial employment and revenue expansion.

Encouragement of competition, entrepreneurship and risk-taking will help to ensure that the marketplace is able to respond to changing business conditions and consumer preferences. The city should ensure that a variety of space is available for a diversity of small business uses, but should not protect or insulate small businesses from the vagaries of the marketplace.

While recognizing the interest of residents and businesses alike to maintain the diverse and unique features of our neighborhoods and their shopping areas, the commercial districts need flexible patterns of building development and commercial uses to reflect shifting demographic patterns and changing technology. The districts need to be able to adapt to changes in population which bring in people with different cultural, ethnic, and social needs. As consumers and businesses respond to changes in technology and economics, the neighborhood commercial districts will need to make corresponding changes. Means should be found whereby districts are allowed to respond to future economic and resident demands for goods and services while at the same time maintaining their basic physical character.

Demand for increased professional, personal and business services should be accommodated in new construction above the ground floor in districts which have the capacity to add commercial space without displacing residents, destroying the predominant scale of development, or overburdening the transportation system.

Retailers, restaurants, and other consumer oriented businesses require professional and business services to operate their businesses. Often these professional and business services can provide more effective service to their clients by locating in neighborhood commercial districts. These uses should be accommodated as long as they are not so large or intensive as to detract from the primary retail and service functions which the district provides to the general public. Large-scale "back office" services are not appropriate in neighborhood commercial districts.

POLICY 3

Preserve and promote the mixed commercial-residential character in neighborhood commercial districts. Strike a balance between the preservation of existing affordable housing and needed expansion of commercial activity.

Most neighborhood commercial districts contain dwelling units in addition to commercial uses. Flats, apartments, and residential hotels are frequently located above ground-story commercial uses; fully residential buildings are common in some districts. The retention of this mix is desirable. Among other things, it ensures the presence of people on the streets at different times which increases safety and business vitality on evenings and weekends. Residents in commercial areas help to create an active street life, which promotes interaction between people in the neighborhood.

The mixed residential-commercial character of most neighborhood commercial districts should be promoted by encouraging new construction of upper-story residential units above commercial development in mixed-use buildings. In order to make feasible such mixed-use projects, higher residential density and/or reductions in required parking may be warranted in districts with a reduced need for auto ownership or where anticipated parking demand can be accommodated off-site.

Existing residential units in neighborhood commercial districts comprise a valuable affordable housing resource which provides for the needs of San Francisco's diverse population. Most of these units are in sound or rehabilitable wood-frame structures and they are among the least expensive rental units in the city.

On the other hand, conversion of this housing is an important means of providing competitive and affordable commercial space to small businesses, many of which provide personal, medical, professional and business services to neighborhood residents and the general public. Conversions of ground-story residential units should be permitted in all neighborhood commercial districts without special review. In many neighborhood commercial districts, the physical location and structural aspects of the upper-story housing units make it attractive and feasible to convert them to commercial use. Due to the limited supply of vacant land, some commercial expansion into the residential space may be the only feasible way to adequately meet the commercial needs of the trade area served by the district. Therefore, limited conversions of upper-story units should be accommodated as long as the conversions are not so numerous as to upset the general equilibrium between commercial and residential uses or to constitute a substantial loss of housing.

Because the appropriateness of residential conversions depends on many factors which vary from district to district, land use controls should be adjusted to reflect the different needs of each district. In most districts certain conversions, such as those at the ground story or third story, can be regulated by permitting or prohibiting them without special review, while those at the second story may need case-by-case review by the City Planning Commission. In other districts, however, proposed conversions at all stories may need case-by-case review. A balance must be struck between the need to retain the housing and the need to provide for commercial expansion. Some upper-story conversions may be appropriate, if based on a review of an individual case, it is found that the need for commercial expansion clearly outweighs the need to preserve affordable housing. In that case-by-case review the following guidelines should be employed:

GUIDELINES FOR RESIDENTIAL CONVERSIONS

- The need for additional commercial space in the district should be clearly established. The need to preserve affordable housing may be presumed in light of the citywide shortage of such housing and established policy in the Residence Element.

  The amount of commercial space necessary and desirable to serve the retail and service function of a district varies depending on the size of the trade area, proximity to other commercial districts, and competition from other land uses.

  In neighborhood commercial districts consisting of a small cluster of lots or a short linear commercial strip with low-scale development, commercial uses at the ground story should be focused on the convenience needs (such as groceries and laundry) of nearby residents. In these districts no new commercial use should be permitted above the ground story, nor should conversions of existing residential units above the ground story be permitted.

  In small-scale neighborhood commercial districts most of the anticipated demand for commercial growth can be accommodated through new construction at the first two stories on vacant or underused parcels without the necessity to convert upper story residential units. However, in some of these districts where demand for commercial space is particularly strong, allowing commercial uses above the second story in new construction and allowing some conversion of existing residential units at the first and second stories may be appropriate as long as the general equilibrium between retail, office, and residential uses is maintained.

  In larger, moderate-scale neighborhood commercial districts which are intended to provide a wider range of goods and services to a larger trade area, growth opportunities through new construction at the first two stories on vacant or underused parcels may be insufficient to meet the demand for commercial space.

  While the retention of mixed use buildings and the construction of new mixed use buildings is desirable in these districts, construction of new, fully commercial structures, and some conversion of existing upper story residential units may be appropriate to meet demand if the increased commercial activity would not adversely affect existing traffic or parking congestion.

- Conversions should be disallowed if commercial space suitable for occupancy by the proposed commercial use is available elsewhere in the district.

- Commercial and institutional uses which do not primarily serve the general public usually are not appropriate in neighborhood commercial areas unless they are minor uses ancillary to those which do serve the general public, such as a small dental laboratory or small business accountant.

- Along predominantly residential secondary side streets and alleys of linear or areawide districts, conversions are inappropriate. The more residential character of the secondary streets should be protected in order to provide a transition between the commercial and surrounding residential districts.

- Conversions should not adversely impact the livability of any remaining units in the building. Entrance to the remaining units should be separate from the access to the commercial uses in the building. In buildings where re-conversion back to dwelling units may be desirable, the kitchens should be retained.

- Buildings with five or more housing units contain a large proportion of the housing stock in the neighborhood commercial districts and should be protected from complete conversion to commercial use.

- Conversion may be appropriate if the unit(s) is unsuitable for residential occupancy because of offensive noise, especially from traffic or late night activity, which is generated on the same site or near the unit, or because of the obstruction of residents' access to light and air by a building adjacent to or near the unit(s).

- Conversion may be appropriate if the housing unit is declared by the Superintendent of the Bureau of Building Inspection or the Chief of the Bureau of Fire Prevention to be unsafe and/or incapable of being made habitable for residential occupancy. However, if the property owner has shown possible willful neglect or a pattern of negligence in performing ordinary maintenance, thereby resulting in uninhabitable or unsafe units, the conversion should not be permitted, or the property owner should add other replacement rental units to the city's housing supply.

GUIDELINES FOR RESIDENTIAL CONVERSIONS

(CONTINUED)

- In evaluating the proposed conversion of a unit which is suitable and safe for residential occupancy, consideration should be given to offsetting the loss of such housing by requiring the applicant to provide comparable replacement housing on the site, or within the neighborhood, or to provide financial assistance toward the creation of new rental housing or the rehabilitation of uninhabitable rental housing.

- Tenants should be given ample written notice by the property owner prior to filing the application to convert the unit(s) and, for any conversion that is permitted, property owners should make relocation assistance available to displaced tenants, i.e. efforts to identify housing comparable in size, price, and location; and the payment of moving expenses and a relocation allowance, particularly in the case of units occupied by low or moderate income residents.

- In evaluating proposed conversions, consideration should be given to economic hardships to both property owners and tenants which might result from the denial or approval of the conversion application.

GUIDELINES FOR RESIDENTIAL DEMOLITION

The same considerations that apply to conversions apply to demolition of housing units. Therefore, demolitions should be reviewed on a case-by-case basis using the same guidelines that are to be used in reviewing conversions. Demolition permits should be reviewed in conjunction with the permits for the replacement structures whenever possible. When this is not possible, conditions applying to future building permits may be attached to the demolition permit or the new building permit may require further review. The replacement structure should include housing units for which there is an exhibited demand, or replacement rental units should be added to the city's housing supply. In order to encourage prompt replacement of demolished structures, permits should not be approved for temporary uses, such as general advertising signs or parking, unless such uses are appropriate permanent uses.

POLICY 4

Encourage the location of neighborhood shopping areas throughout the city so that essential retail goods and personal services are accessible to all residents.

Neighborhood shopping districts should be distributed throughout the city so that all residential areas are within a service radius of one-quarter to one-half mile, depending upon the population density and topography of the area served. Most residential areas meet this service area standard, as can be seen on Map 4. Some remaining residential areas which are not served by commercial districts within these distances are served by individual commercial uses located within a quarter of a mile. These individual uses are typically corner grocery stores which are open long hours, providing a range of food and household convenience goods. The few remaining residential areas, which are neither served by neighborhood commercial districts nor by individual commercial uses, are typically of such low density that they cannot economically support nearby commercial activity. It would be appropriate to revise the zoning to allow a smaller convenience commercial use in those areas if a market demand develops, as long as the location meets the criteria of Objective 6, Policy 2 of the Residence Element.

POLICY 5

Discourage the creation of major new commercial areas except in conjunction with new supportive residential development and transportation capacity.

Economic growth exhibited in any given commercial area, when viewed from a citywide or regional perspective may not represent "real" or absolute growth, but rather a relocation of economic activity from another commercial area, contributing to its decline. "Real" growth of retail activity requires an actual increase in expenditures which is directly linked to increases in disposable personal income. Because there are opportunities for business expansion within existing commercial areas, the creation of major new commercial areas should be discouraged unless a significant new market is being created to support the proposed development.

POLICY 6

Adopt specific zoning districts which conform to a generalized neighborhood commercial land use and density plan.

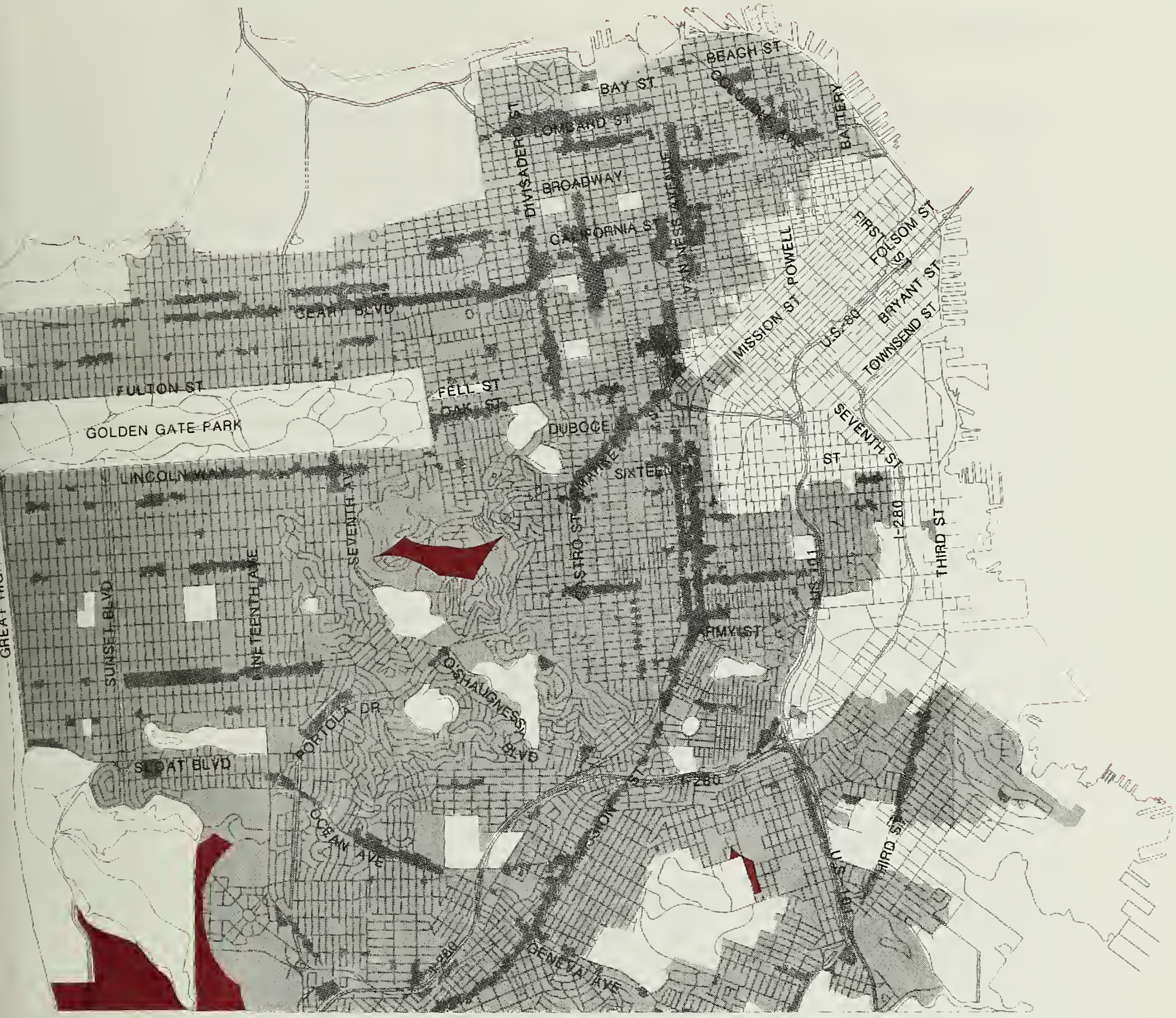
The application of other policies under this "neighborhood commercial" objective results in land use distribution patterns shown on the Generalized Neighborhood Commercial Land Use and Density Plan as shown on the accompanying map. Neighborhood Commercial zoning districts should conform to the map, although minor variations consistent with the policies may be appropriate. The Generalized Neighborhood Commercial Land Use and Density Plan provides for the following categories of neighborhood commercial districts:

Neighborhood Commercial Clusters

These districts provide a limited range of convenience retail goods and services to residents in the immediate neighborhood typically during daytime hours. In general, these districts should be limited to no more than one or two blocks of continuous retail frontage. Some districts may extend for several blocks with small stores, sometimes interspersed among housing. Generally, commercial uses should be limited to the ground floor and the upper stories should be residential. These districts are intended to be located in neighborhoods which do not have the need for or capacity to handle larger-scale commercial activities.

Small-Scale Neighborhood Commercial Districts

These districts provide convenience goods and services to the local neighborhood as well as limited comparison shopping to a wider market area. The size of these districts may vary from one to three blocks to several blocks in length. Commercial building intensity should be limited to the first two stories with residential development occasionally interspersed. Upper stories should be reserved for residential use. These districts are typically linear and should be located along collector and arterial streets which have transit routes.


BEACH ST
BAY ST
LOMBARD ST
DIVISADERO ST
BROADWAY
CALIFORNIA ST
VAN NESS AVENUE
BATTERY
POWELL
FIRST
FOLSOM ST
MISSION ST
U.S. 80
BRYANT ST
TOWNSEND ST
GEARY BLVD
FULTON ST
FELL ST
OAK ST
GOLDEN GATE PARK
DUBOCE
LINCOLN WAY
SEVENTH AV
MARKET ST
SIXTEENTH
SEVENTH ST
ST
I-280
THIRD ST
CASTRO ST
US 101
ARMY ST
SUNSET BLVD
NINETEENTH AVE
GREAT HWY
O'SHAUGHNESSY BLVD
PORTOLA DR
SLOAT BLVD
I-280
OCEAN AVE
MISSION ST
THIRD ST
US 101
I-280
GENEVA AVE

RESIDENTIAL SERVICE AREAS OF NEIGHBORHOOD COMMERCIAL DISTRICTS AND USES

Map 4

■ Neighborhood Commercial District
(Service Radius: 1/2 Mile)

▒ Commercial Service Areas

🟥 Residential Areas Outside Service Boundaries

Moderate-Scale Neighborhood Commercial Districts

These districts provide a wide range of comparison and specialty goods and services to a population greater than the immediate neighborhood, additionally providing convenience goods and services to local residents. These districts can be quite large in size and scale and may include up to four stories of commercial development, although most districts have less. They may include residential units on the upper stories. Due to the moderately-large scale and levels of activity, these districts should be located along heavily-trafficked thoroughfares which also serve as major transit routes.

Neighborhood Commercial Shopping Centers

These districts provide retail goods and services for car-oriented shoppers. Typically, the district contains mostly one-story and a few two-story buildings with a substantial amount of off-street parking. Except for the largest NC-S districts, goods and services can range from groceries to a full range of merchandise. Residential uses are permitted but are uncommon. Because these districts provide an alternative building format with more parking opportunities than the traditional linear shopping districts, they should be located where their design is compatible with existing neighborhood scale and where they compatibly supplement other traditional commercial districts in serving new or low-density areas.

Individual Neighborhood Commercial Districts

These districts generally are small- or moderate-scale commercial districts undergoing rapid economic change, or potentially subject to intense development pressure. In most districts, separate zoning controls specific to each district's particular needs and characteristics are needed to deal with the economic growth and land use changes which each area is experiencing. In some districts, eating and drinking uses have proliferated, displacing other types of retail goods and services needed by the neighborhood. Financial institutions, such as banks and savings and loan associations, have multiplied in certain districts, displacing other types of businesses, tending to concentrate and create nodes of congestion, and sometimes detracting from the visual and design character of the district. In many individual districts, special controls are necessary to protect existing housing from conversion to commercial use and encourage the development of new housing. Certain other districts in mature, low-density residential areas may require special controls to protect the existing scale and character of development and to prevent undue congestion.

POLICY 7

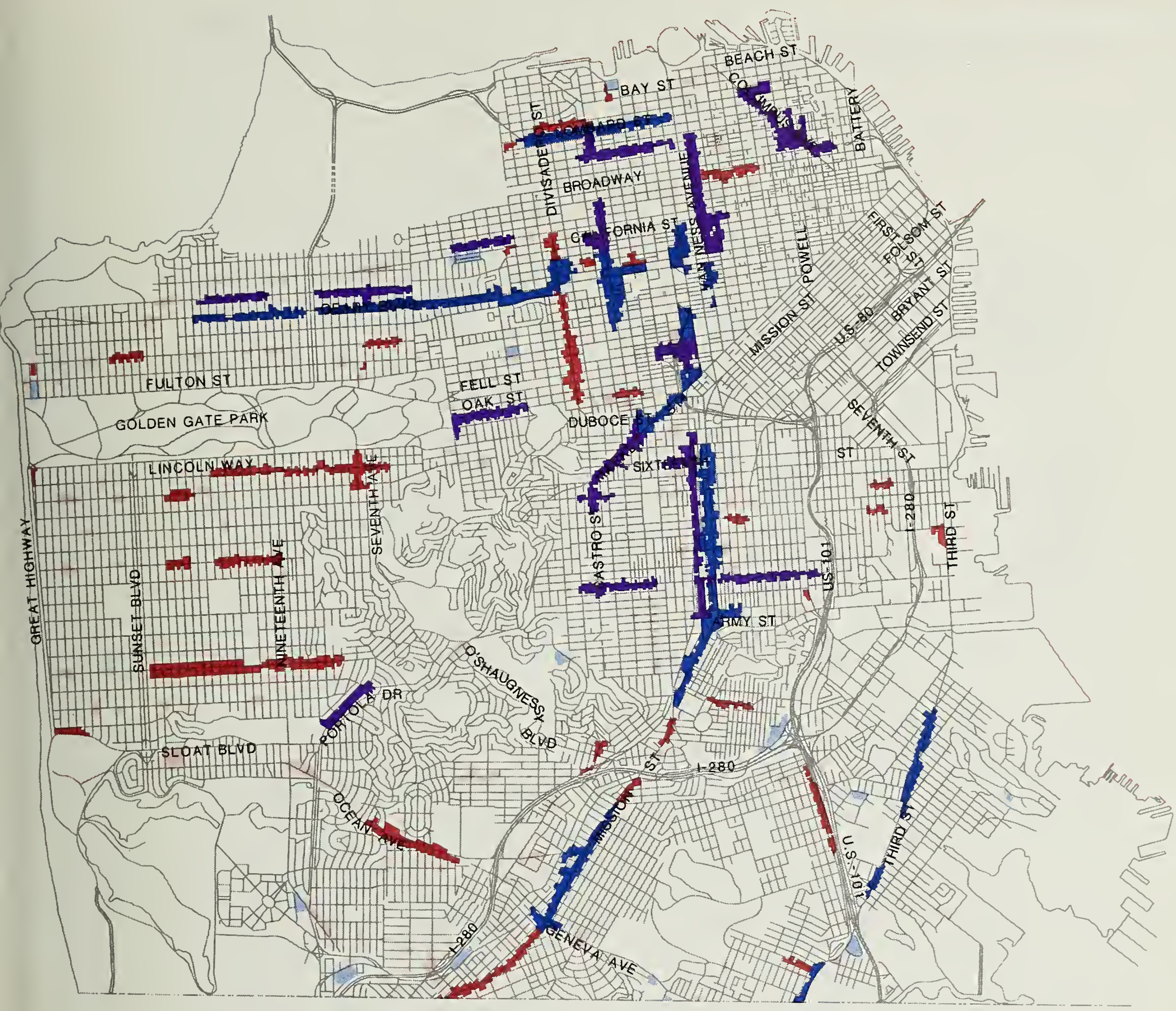
Promote high quality urban design on commercial streets.

Most of San Francisco's neighborhood commercial districts were developed concurrently with residential development and have physical forms which relate to the needs and tastes prevalent during the first half of this century. During this period, commercial units were built along streetcar lines and at major street intersections, often with residential flats on the upper floors, thus creating the familiar "linear" or "strip" commercial districts.

The small lot pattern prevalent at that time also encouraged the development of small buildings and stores. The resulting scale has come to characterize San Francisco's attractive and active neighborhood commercial districts. The small-scale character should be maintained through the regulation of the size of new buildings and commercial uses.

Continuous commercial frontage at the street level is especially important in all but the lowest intensity commercial districts with limited market areas. It prevents the fragmentation and isolation of fringe areas, improves pedestrian accessibility, and enhances the physical and aesthetic cohesiveness of the district. The design of new buildings should harmonize with the scale and orientation of existing buildings. Additionally, a correspondence of building setbacks, proportions, and texture helps establish visual coherence between new development and existing structures on a commercial street.

The appeal and vitality of a neighborhood commercial district depends largely on the character, amenities, and visual quality of its streets. The main function of neighborhood commercial streets is to provide retail goods and services in a safe, comfortable, and attractive pedestrian environment.


BEACH ST
COLUMBUS AVE
BAY ST
CHESTNUT ST
UNION ST
DIVISADERO ST
BATTERY
BROADWAY
CALIFORNIA ST
VAN NESS AVENUE
POWELL
FIRST ST
FOLSOM ST
MISSION ST
BRYANT ST
U.S.-80
TOWNSEND ST
GEARY BLVD
FULTON ST
FELL ST
OAK ST
GOLDEN GATE PARK
DUBOCE ST
MARKET ST
SEVENTH ST
ST
LINCOLN WAY
SIXTEENTH ST
SEVENTH AVE
GREAT HIGHWAY
CASTRO ST
I-280
THIRD ST
US-101
SUNSET BLVD
NINETEENTH AVE
ARMY ST
O'SHAUGNESSY BLVD
PORTOLA DR
SLOAT BLVD
I-280
MISSION ST
OCEAN AVE
U.S.-101
THIRD ST
I-280
GENEVA AVE

GENERALIZED NEIGHBORHOOD COMMERCIAL LAND USE AND DENSITY PLAN

		Commercial Intensity (Stories)
🟥	Neighborhood Cluster	1
🟥	Small Scale Neighborhood District	1–2
🟦	Moderate Scale Neighborhood District	1–4
🟦	Neighborhood Shopping Center	1–4
🟪	Individual Neighborhood District	1–4

0 3000 FT

Map 5

URBAN DESIGN GUIDELINES

The following guidelines for urban design are intended to preserve and promote positive physical attributes of neighborhood commercial districts and facilitate harmony between business and residential functions. The pleasant appearance of an individual building is critical to maintaining the appeal and economic vitality of the businesses located in it, as well as of the whole neighborhood commercial district. An individual project's building design and site layout should be compatible with the character of surrounding buildings and the existing pattern of development in neighborhood commercial districts.

In designing a new development or evaluating a development proposal, the following criteria should be considered:

- Overall district scale;
- Individual street character and form;
- Lot development patterns;
- Adjacent property usage, especially buildings historical, cultural or architectural importance;
- Proposed site development and building design;
- Handicapped access;
- Potential environmental impacts; and
- Feasible mitigation measures.

Site Layout

- The site plan of a new building should reflect the arrangement of most other buildings on its block, whether set back from, or built out to its front property lines.
- In cluster and linear districts with continuous street building walls, front set-backs are discouraged, in order to maintain a continuous block facade line. However, outdoor activities such as sidewalk cafes and walk-up windows may be accommodated by recessing the ground story. In addition, publicly accessible open space may be provided in a front setback if: the retail activity of the street is not adversely affected; there is a shortage of nearby open space to serve district shoppers, workers and residents; the site is appropriate in terms of its topography and sun and wind conditions; and attractive seating and landscaping are provided.
- New development should respect open space corridors in the interior of blocks and not significantly impede access of light and air nor block views of adjacent buildings.
- On irregularly shaped lots, through-lots or those adjacent to fully-built lots, open space located elsewhere than at the rear of a property may improve the access of light and air to residential units.
- Outdoor activities associated with an eating and drinking or entertainment establishment which abut residentially-occupied buildings should be discouraged.

Scale, Height and Bulk

- In most cases, small lots with narrow building fronts should be maintained in districts with this traditional pattern.
- When new buildings are constructed on large lots, the facades should be designed in a series of elements which are compatible with the existing scale of the district.
- The height of a proposed development should relate to the individual neighborhood character and the height and scale of adjacent buildings to avoid an overwhelming or dominating appearance of new structures. On a street of varied building heights, transitions between high and low buildings should be provided. While three-and four-story buildings are appropriate in many locations, two-story buildings are more appropriate in some areas with lower-scale development.
- The height and bulk of new development should be designed to maximize sun access to nearby residential open space, parks, plazas, and major pedestrian corridors.

Frontage

- Facades of new development should be compatible with the proportions and design features of adjacent facades that contribute to the positive visual qualities of the neighborhood commercial district.
- To encourage continuity of "live" retail sales and services, at least one-half of the total width of any new or reconstructed building, parallel to and facing the

commercial street, should be devoted to entrances, show windows, or other displays. Where a substantial length of windowless wall is found to be unavoidable, eye-level display, a contrast in wall treatment, offset wall line, outdoor seating and/or landscaping should be used to enhance visual interest and pedestrian vitality.

- Clear, untinted glass should be used at and near the street level to allow maximum visual interaction between sidewalk areas and the interior of buildings. Mirrored, highly reflective glass or densely-tinted glass should not be used except as an architectural or decorative accent.
- Where unsightly walls of adjacent buildings become exposed by new development, they should be cleaned, painted or screened by appropriate landscaping.
- Walk-up facilities should be recessed and provide adequate queuing space to avoid interruption of the pedestrian flow.

Architectural Design

- The essential character of neighborhood commercial districts should be preserved by discouraging alterations and new development which would be incompatible with buildings which are of fine architectural quality and contribute to the scale and character of the district. The details, material, texture or color of existing architecturally distinctive buildings should be complemented by new development.
- Existing structures in sound or rehabilitable condition and of worthwhile architectural character should be reused where feasible to retain the unique character of a given neighborhood commercial district.
- The design of new buildings, building additions and alterations, and facade renovations should reflect the positive aspects of the existing scale and design features of the area. Building forms should complement and improve the overall neighborhood environment.
- Building design which follows a standardized formula prescribed by a business with multiple locations should be discouraged if such design would be incompatible with the scale and character of the district in which the building is located.

Materials

- The materials, textures and colors of new or remodeled structures should be visually compatible with the predominant materials of nearby structures. In most neighborhood commercial districts, painted wood, masonry and tiles combined with glass panes in show cases, windows and doors are the most traditional and appropriate exterior wall materials.

Details

- Individual buildings in the city's neighborhood commercial districts are rich in architectural detailing, yet vary considerably from building to building, depending upon the age and style of their construction. Vertical lines of columns or piers, and horizontal lines of belt courses or cornices are common to many buildings as are mouldings around windows and doors. These elements add richness to a flat facade wall, emphasizing the contrast of shapes and surfaces.
- A new or remodeled building should relate to its surrounding area by displaying compatible proportions, textures, and details. Nearby buildings of architectural distinction can serve as primary references. Existing street rhythms should also be continued on the facade of a new building, linking it to the rest of the district.

Rooftop Mechanical Equipment

- Rooftop mechanical equipment which may be visually obtrusive or create disturbing noises or odors should be located away from areas of residential use and screened and integrated with the design of the building.

Signs

- The character of signs and other features attached to or projecting from buildings is an important part of the visual appeal of a street and the general quality and economic stability of the area. Opportunities exist to relate these signs and projections more effectively to street design and building design. Neighborhood commercial districts are typically mixed-use areas with commercial units on the ground or lower floors and residential uses on upper floors. Sign sizes

URBAN DESIGN GUIDELINES

(CONTINUED)

and design should relate and be compatible with the character and scale of the building as well as the neighborhood commercial district. As much as signs and other advertising devices are essential to a vital commercial district, they should not be allowed to interfere with or diminish the livability of residences within the neighborhood commercial district or in adjacent residential districts. Signs should not be attached to facades at residentially- occupied stories nor should sign illumination shine directly into windows of residential units.

Landscaping and Street Design

- Street trees should be provided in each new development. If a district tree planting program or streetscape plan exists, new development should be landscaped in conformity with such plans. In places where tree planting is not appropriate due to inadequate sidewalk width, interference with utilities, undesirable shading, or other reasons, other means such as window boxes, planter boxes or trellises may be chosen.

- Open uses such as parking lots should be visually screened along the street frontage by low walls, earth berms and/or landscaping. However, the safety of the lots should not be reduced through these measures.

- A landscaped buffer of trees and shrubs should be used along those edges of a parking lot bordering residentially-developed properties.

- In addition to landscaping at the periphery of the parking lot, planting islands between parked vehicles should be located within the lot, whenever feasible. Trees and other plantings provide shade and variety to the visual monotony of parked automobiles, especially when the lot is viewed from adjacent residences.

POLICY 8

Preserve historically and/or architecturally important buildings or groups of buildings in neighborhood commercial districts.

Most neighborhood shopping streets are closely linked to the history of San Francisco and contain structures and features which document certain periods or events. A few of these buildings are designated landmarks while others may qualify as architecturally or historically significant or contributory buildings but have not yet been nominated. Some of the landmarks on shopping streets are commercial buildings as, for example, the Castro Theater on Castro Street, while others are institutions such as St. Francis of Assisi Church in North Beach or South San Francisco Opera House near Third Street. Only one existing historical district, the Liberty Hill Historic District, overlaps with a section of a neighborhood shopping street, Valencia Street. No other neighborhood commercial area has yet been designated a historical or conservation district although many contain examples of fine architecture and historic buildings and might in whole or in part qualify as districts.

Many of San Francisco's neighborhood shopping areas were developed during the first half of this century and, in many cases, their growth is linked to the evolution of street car lines. Small stores for retail and services clustered along thoroughfares with street car service. As more residential development occurred around them, they attracted more and more businesses and, over time became the intensely developed, active shopping streets we know today. Due to their gradual development over several decades and replacement of old buildings with new structures, most districts do not have a uniform architectural style but are composed of buildings originating in various periods. They range from Victorian, Edwardian, Art Deco and International Style to plain, functional architecture of the post-war period. The few architecturally uniform shopping areas are the small shopping centers and a few commercial blocks which were built in the forties and fifties in the western and south-western neighborhoods, often as part of large residential tract development.

A common feature of the older neighborhood shopping areas is the prevalent small-scale development which is based on the small lot pattern of blocks which mainly were intended for residential development. During the first half of the century, in cases where several lots were merged for larger commercial development, builders avoided the appearance of massive buildings by articulating the facades to resemble a series of buildings. Unfortunately, the concern about compatibility of scale was neglected in the sixties and seventies when large enterprises, especially financial institutions, developed imposing, out-of-scale buildings and disturbed the existing small-scale environment.

Another common feature of San Francisco's shopping streets is the commercial-residential mixed use of the buildings. In the last century, many storekeepers lived above their stores as was customary in European countries. This established the pattern of developing commercial units with residential flats on the upper floors. It was not until the forties and fifties, that single-story commercial development became more common in the single-family residential areas in the western and southwestern part of the city.

Many historically and/or architecturally significant buildings or groups of buildings on neighborhood shopping streets already have been identified through the work of the Landmarks Advisory Board, in the 1976 DCP architectural survey, and in special surveys such as the studies of Union Street and North Beach. These surveys should be systematized and extended to all neighborhood shopping streets. Those streets or parts of streets whose built environment represents an important historic period or are of outstanding architectural or aesthetic quality should be protected as historic or conservation districts. Those important buildings that are not part of a larger grouping should be protected as individual landmarks.

CONSERVATION GUIDELINES

- The demolition of historically and/or architecturally important buildings should be avoided and their restoration should be encouraged. Buildings of lesser importance which nevertheless contribute to the character of the street, also should be retained and enhanced if feasible.

- In renovating such structures, the design of the original structure should be respected. Renovation efforts should be guided by the policies of the Urban Design and Preservation Elements and Standards for Rehabilitation of the Secretary of the Interior.

- Alterations and additions to any historically or architecturally important building should be compatible with the original building and not diminish its character. If original building components cannot be restored, contemporary design which respects the scale, detailing, material and color of the original structure, is permissible. Where possible, special attention should be paid to restoration of original storefronts as they are essential components of neighborhood shopping areas.

- Business signs are important features in neighborhood commercial areas. Distinguished old signs, especially those identifying historic businesses and landmark buildings should be preserved. Old signs painted directly on walls should be preserved and not be painted over if they are of historic or aesthetic quality.

  Signs on historically or architecturally important buildings should be designed as an integral part of the building and not detract from the architecture. All new signs, including business signs and billboards should be compatible with the existing scale of the district and be carefully designed not to upset the character of the district.

- Positive urban design elements of the streetscape such as the proportion of street and sidewalk to adjacent building heights, landscaping and street trees, artwork and street furniture should be preserved and enhanced with the goal of maintaining and improving the established character and yet allowing the many functions of a neighborhood oriented, commercial area to be carried out in a pleasant and attractive environment.

- New development near buildings of historic or architectural importance should harmonize with the historic fabric. Slavish imitation of historic styles should be avoided and innovative new architecture which contributes positively to the established urban design character of the district, encouraged. The design of new structures should establish linkages with design characteristics of the surrounding buildings such as building height, massing, height of stories, window proportions and framing, material and color, horizontal and vertical articulation, set-backs, stairs and other design elements.

- New development in historic or conservation districts, should respect the existing development pattern and scale, height of adjacent buildings, open space corridors in the interior of the block, facade design and rhythm, and special features characteristic of buildings in the particular district.

Pending formal designation of districts and individual landmarks, these important buildings and groups of buildings should be protected, where feasible, by application of the following guidelines which are intended to protect and enhance the distinguished character of neighborhood shopping streets and to further the preservation of historically and/or architecturally significant structures and features.

POLICY 9

Regulate uses so that traffic impacts and parking problems are minimized.

New, expanding or relocating uses should not significantly increase traffic congestion or parking problems. Each use should be evaluated for its anticipated impacts on the transportation systems (i.e. traffic circulation, parking, transit service, pedestrian circulation) particularly during peak traffic hours and with respect to surrounding residential areas. The degree of detail in the analysis should be commensurate with the size and location of the use (compared with traffic volumes and parking availability), its potential as a heavy trip generator and the level of transportation and parking in the vicinity.

If the use will generate significant additional traffic congestion, then the use should be redesigned to mitigate such congestion or the use should not be allowed.

If the use will generate parking demand which cannot be accommodated by the district's existing supply, the use should be redesigned to reduce parking demand or parking should be provided in an amount adequate to meet demand. Such parking should be appropriately located, designed, landscaped, and operated. If adequate parking does not exist or cannot be provided, or excess parking demand cannot be otherwise mitigated, the use should not be allowed.

The following types of uses are potential heavy vehicle trip generators, due to the nature and/or size of use, and should be closely examined:

Commercial Use

- Fast Food Restaurant, Self-Service Restaurants and Take-Out Food Establishment (with or without drive-up facility)
- Full-Service Restaurant
- Take-Out Food Establishment
- Supermarket
- Convenience Store (Late-night or 24-hour)
- Bank or other Financial Service (with or without automated teller machine or drive-up facility)
- Automotive Gas or Service Station
- Medical Service

Institutional Uses

- Hospital or Medical Center
- Post Office

Potential traffic impact and parking demand generated by the use should be evaluated, using estimates of the numbers of customers and trips generated by the use and the distribution of different types of trips by mode of travel for various time periods, when possible, on a neighborhood or area-specific basis. Other comparable uses in similar locations should be examined and the transportation problems they generate should be assessed.

In the case of fast food restaurants and other take-out food uses, information should be provided as to expected rate of turnover and proportions of customers taking out food vs. eating on-site. In evaluating customer volume, the size of the kitchen should be considered; high customer volumes may be anticipated for a facility with a kitchen occupying 500 square feet or more. Other special types of retail operations such as those with small catalog showrooms and large inventory storage areas also may need especially detailed projections of customer volumes.

The analysis should indicate whether the use will:

- Aggravate significantly existing on-street parking problems and shortages or cause waiting vehicles to queue across the sidewalk into the street or into a high-volume vehicular or transit lane or bus stop, especially during the peak hours of traffic or transit volume.
- Attract a significant amount of additional vehicular traffic into the area and adjacent neighborhoods.
- Worsen significantly pedestrian circulation in the area and/or significantly increase the potential for pedestrian/vehicle conflicts.

Parking needed for new housing in commercial districts should be provided but parking in excess of projected demand should be avoided. In some districts well served by transit, especially where overall vehicular ownership is low, reducing the required off-street parking for residential uses may be appropriate, in order to encourage mixed housing and commercial development, use resources efficiently, encourage transit usage and reduce the cost of housing.

POLICY 10

Promote neighborhood commercial revitalization, including community-based and other economic development efforts where feasible.

While most commercial districts have healthy economies, some districts have declined. The latter areas are underused and are often characterized by vacant lots and boarded up or deteriorating storefronts. As a consequence, there is inadequate provision of convenience goods and services to nearby residents. The City should participate in a variety of efforts to revitalize these districts.

However, the ultimate success of a neighborhood commercial district depends upon factors which are beyond the scope of the public sector. Private sector investment must bear primary responsibility for economic revitalization. A viable commercial district can only exist if the goods and services available are appropriate to the population it serves.

Almost all successful neighborhood commercial revitalization efforts are initiated by local businessmen with a strong desire and commitment to upgrade their businesses, properties, and neighborhoods. Because revitalization of an entire commercial district requires diligence and cooperation of all merchants and property owners sustained over a long period of time, a strong merchants' association is essential. The City should provide businessmen who have exhibited a strong commitment to upgrade their areas with assistance in organizing or strengthening their merchants' association and preparing and carrying out their improvements.

For its part, the City should provide the physical improvements and public services necessary to ensure confidence in local investors. These include police and fire protection, adequate maintenance of streets, sidewalks and sanitation services, as well as proper enforcement of zoning, health, and building codes to ensure the health and safety of merchants, residents, and shoppers. Capital improvements should be made as required, including lighting, street furnishings, public spaces, and mini-parks. Traffic circulation, transit, and parking availability should be managed to allow maximum accessibility to the retail corridor with a minimum of congestion and disruption to the neighborhood.

Community development corporations can also assist in revitalization efforts by providing employment and community services to local residents through community-owned local business enterprises. Encouragement and assistance should be given to organizations having the potential of successfully carrying out local economic development projects.

Efforts to upgrade neighborhood commercial districts should occur in conjunction with efforts to improve the quality of the surrounding community, with respect to physical condition of the housing stock, recreation and open space, and delivery of services.

GOVERNMENT, HEALTH AND EDUCATION SERVICES

OBJECTIVE 7

ENHANCE SAN FRANCISCO'S POSITION AS A NATIONAL AND REGIONAL CENTER FOR GOVERNMENTAL, HEALTH, AND EDUCATIONAL SERVICES.

San Francisco has long been recognized as a regional center for governmental, educational, and health services. As the Bay Area population outside San Francisco has required additional governmental and educational services, San Francisco's relative share of regional employment growth in this sector has diminished somewhat. However, San Francisco retains its preeminence as a regional center for state and federal governmental functions and for medical services. These services are projected to be among the fastest growing employment sectors of the San Francisco economy in future years. New employment opportunities are expected to be available at all occupational levels, from highly skilled professional positions to semi-skilled service positions due to improved technology and expanded federal funding.

During the last decade the delivery capability of medical services has increased significantly. Newly emerging medical centers and clinics have clustered around hospital facilities which are expanding themselves. Educational institutions located in residential areas have also experienced significant growth in recent years in response to changing social and educational values of contemporary students. As the institutions expanded curricula and physical facilities to accommodate larger enrollments and changing educational demands, adjacent residential areas in the city have begun to feel the impact of more intensely utilized school sites.

Because governmental, health and educational services provide valuable services to residents and constitute a significant share of employment opportunities to local residents, it is important to preserve the vitality of this sector. However, future growth must be managed to achieve equitable distribution of benefits to all geographical and cultural sub-populations of the city and to minimize associated adverse effects on surrounding areas.

POLICY 1

Promote San Francisco, particularly the civic center, as a location for local, regional, state and federal governmental functions.

In a manner similar to other economic functions such as office uses and institutions, physical proximity of various governmental activities is important to the efficient functioning of daily activities of related agencies. The city should strengthen the locational advantages of this clustering of governmental services by insuring provision of an adequate amount of space in the Civic Center area to serve this function without endangering surrounding residential areas.

Governmental activities also serve as an important resource for employment opportunities, particularly for men and women with entry level clerical skills. Individuals working for governmental agencies in and around the Civic Center can avail themselves of excellent transit service to the Center, lessening the need to utilize automobiles. The Civic Center is also near areas of high unemployment.

POLICY 2

Encourage the extension of needed health and educational services, but manage expansion to avoid or minimize disruption of adjacent residential areas.

The continued, controlled expansion of educational and medical institutions is important to the city in the provision of valuable and needed services to residents and employment opportunities. Medical care and hospitals are important in neighborhoods which would otherwise be relatively isolated from treatment facilities. Evening and adult schools provide possibilities for working individuals to extend their vocational or casual interests. These institutions also provide extensive employment opportunities and training opportunities. Institutional growth is also anticipated to create many new jobs for residents in areas of the city other than downtown.

The expansion needs of institutions often conflict with efforts to preserve and protect the scale and character of residential neighborhoods. Large educational and medical institutions attract people from outside a neighborhood, aggravating traffic and parking problems. Institutional buildings tend to be larger in scale and more intensely used than residential buildings which often surround them. In addition, institutional expansion often requires removal of housing and displacement of residents.

To minimize the disruption caused by institutional expansion, the city should continue its policy of reviewing expansion plans. This review examines the needs of adjacent resident areas for housing, on-street parking and safe, quiet streets as well as the needs of the institution. Educational and medical institutions are required to develop and submit master plans to the city prior to any specific expansion request. Such master plans define long-term and short-range development plans of the institution. The early review of institutional development plans will permit exploration of alternate ways to address the needs of the institution in order to minimize potential conflicts with the residential area.

POLICY 3

Promote the provision of adequate health and educational services to all geographical districts and cultural groups in the city.

San Francisco has a well developed public health care delivery system with well staffed and equipped public and private hospitals. Unfortunately, the clustering of many of these major facilities in relatively few areas creates problems in the adjacent residential neighborhoods. This clustering also serves to limit access of residents in other parts of the City to the health care and employment opportunities which these large institutions offer. Similar distribution and accessibility problems exist with respect to educational and job training institutions.

The city should actively encourage the decentralization of major institutional facilities to other areas of San Francisco, particularly those presently without adequate services. Vacated school sites and facilities should be examined as a potential expansion resource. There also exist areas of underutilized land in the city in which the physical impact of institutional development would be acceptable and might even provide the necessary impetus for desired new community development.

VISTOR TRADE

OBJECTIVE 8

ENHANCE SAN FRANCISCO'S POSITION AS A NATIONAL CENTER FOR CONVENTIONS AND VISITOR TRADE.

Recognition of San Francisco as a center for tourism and visitor trade extends throughout California, the United States, and the world. The city serves as a major West Coast destination for travelers who come to enjoy sightseeing, to attend national conventions, or to complete business transactions.

Visitor trade constitutes an important economic base for San Francisco and is responsible for employing, directly and indirectly, more residents than any other economic sector. It generates substantial revenues in many related economic areas including transportation, general merchandising, eating and drinking places, food stores, other retail trade, motor vehicles and service stations, personal services, and entertainment and recreation. By far the largest expense for visitors is hotels or motels, followed by restaurants and retail sales.

Such spending is important, for it stems from sources outside the Bay Area, and thus provides a substantial input of new dollars to the local economy. The expenditure of these new dollars in the local economy has a powerful effect in generating additional spending by local merchants and, in turn, generates higher personal incomes for resident owners and employees of visitor trade facilities. Tourist demand also has the effect of expanding the availability and selection of local goods and services.

In addition to providing the city with added revenues, visitor trade provides significant employment opportunities to San Francisco residents in the service occupations. Many of these jobs can be filled by low and semi-skilled workers who may have limited employability in other employment sectors.

While the economic benefits of visitor trade are felt in the employment and earnings sectors of the economy, certain adverse impacts are also related to tourism. Among these are added density and congestion in some parts of the city; strains on parking, mass transit, and other important municipal services. The most obvious negative aspect of increased tourist activity is increased pedestrian and vehicle congestion at points of interest. This not only reduces local residents' ability to enjoy the event, but may ultimately limit the attractiveness to out-of-town visitors. If congestion spills over into the surrounding residential or commercial business areas, the mobility in and quality of these areas is impaired. Also, in certain commercial areas, efforts to cater to visitors' tastes have altered the mix of goods and services offered to the extent that local demands are no longer met. In instances, the quality of merchandise and services has also declined. There are, therefore, a number of tourism related impacts that may negate the economic and employment benefits of tourism.

POLICY 1

Guide the location of additional tourist related activities to minimize their adverse impacts on existing residential, commercial, and industrial activities.

While growth in tourism provides San Francisco with economic and employment benefits, unchecked expansion of the tourist industry can have negative implications for the quality of the city's neighborhoods, and for certain sectors of the economy.

It is therefore important to weigh both the costs and benefits of each specific proposal to expand or promote visitor trade. Activities should be designed and controls should be provided to minimize adverse impacts on surrounding residential, commercial, and industrial activities. The various activities comprising the visitor trade industry naturally tend to locate in geographical proximity to one another just as in other sectors of the economy. This natural tendency should be encouraged for several reasons. San Francisco's attractiveness to the visitor is enhanced by its compact, urban form which allows the visitor to move easily from hotel accommodations and restaurants to convention facilities, sightseeing interest, business appointments, and entertainment. In addition, the geographical proximity of visitor attractions to one another lessens the need for automobile or transit trips, and provides the least additional strain on the city's public transportation system. Finally, the location of visitor related activities within established activity areas may reduce the potential for tourism's negatively associated impacts upon the quality of the city's residential neighborhoods.

Therefore, the city should encourage additional visitor oriented facilities to locate in those areas where visitor attractions and business and convention facilities are at the present time primarily concentrated.

POLICY 2

Support locally initiated efforts to improve the visitor trade appeal of neighborhood commercial districts.

Encouraging greater use of neighborhood commercial districts by visitors can be an effective way of providing economic stimulus to such areas and of spreading the benefits as well as impacts of tourism. Care must be taken, however, to avoid situations where the tourist appeal drives out neighborhood services and creates major problems for adjacent residential areas.

POLICY 3

Assure that areas of particular visitor attraction are provided with adequate public services for both residents and visitors.

Public services such as transit, and visitor information, benches and restrooms, as well as police, fire, and street cleaning, are especially important at areas of particular visitor attraction. Provision of high quality services is one direct method the city can employ to promote visitor trade in San Francisco. Where appropriate, additional public facilities designed to serve expanding visitor trade should be provided. The anticipated development of the Exhibit Hall in Yerba Buena Center will greatly increase the impact of visitors and conventioneers within the downtown area. Care should be taken to assure this increased activity is adequately accommodated with existing and planned public service systems.

RECREATION

RECREATION

& OPEN SPACE

& OPEN SPACE

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

SAN FRANCISCO
MASTER PLAN

RECREATION AND OPEN SPACE

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THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

THE BAY REGION

OBJECTIVE 1

PRESERVE LARGE AREAS OF OPEN SPACE SUFFICIENT TO MEET THE LONG-RANGE NEEDS OF THE BAY REGION.

POLICY 1

Protect the natural character of regional open spaces and place high priority on acquiring open spaces noted for unique natural qualities.

POLICY 2

Make open space lands already in public ownership accessible to the public for compatible recreational uses.

POLICY 3

Increase the accessibility of regional parks by locating new parks near population centers, establishing low user costs, improving public transit service to parks and creating bike and hiking trails.

POLICY 4

Coordinate with existing regional park districts, open space agencies, private sector and nonprofit institutions to acquire and manage a regional greenbelt.

CITYWIDE SYSTEM

OBJECTIVE 2

DEVELOP AND MAINTAIN A DIVERSIFIED AND BALANCED CITYWIDE SYSTEM OF HIGH QUALITY PUBLIC OPEN SPACE.

POLICY 1

Provide an adequate total quantity and equitable distribution of public open spaces throughout the City.

POLICY 2

Preserve existing public open space.

POLICY 3

Preserve sunlight in public open spaces

POLICY 4

Gradually eliminate non-recreational uses in parks and playground and reduce automobile traffic in and around public open spaces.

POLICY 5

Preserve the open space and natural historic, scenic and recreational features of the Presidio.

POLICY 6

Make open spaces accessible to people with special needs.

POLICY 7

Acquire additional open space for public use.

POLICY 8

Develop a citywide urban trails system that links city parks and public open space, hilltops, the waterfront and neighborhoods and ties into the regional hiking trail system.

POLICY 9

Maintain and expand the urban forest.

POLICY 10

Develop a master plan for Golden Gate Park.

POLICY 11

Develop McLaren Park into a high quality, city serving park.

POLICY 12

Expand community garden opportunities thoughout the City.

SHORELINE

OBJECTIVE 3

PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER USES REQUIRING A WATERFRONT LOCATION.

POLICY 1

Assure that new development adjacent to the shoreline capitalizes on its unique waterfront location, considers shoreline land use provisions, improves visual and physical access to the water, and conforms with urban design policies.

POLICY 2

Maintain and improve the quality of existing shoreline open space.

POLICY 3

Create a trail around the perimeter of the City which links open space along the shoreline and provides for maximum waterfront access.

POLICY 4

Create a visually and physically accessible urban waterfront along the Embarcadero corridor between Fisherman's Wharf and China Basin.

POLICY 5

Provide new public open spaces along the shoreline.

NEIGHBORHOODS

OBJECTIVE 4

PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

POLICY 1

Make better use of existing facilities.

POLICY 2

Maximize joint use of other properties and facilities.

POLICY 3

Renovate and renew the City's parks and recreation facilities.

POLICY 4

Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.

POLICY 5

Require private usable outdoor open space in new residential development.

POLICY 6

Assure the provision of adequate public open space to serve new residential development.

POLICY 7

Provide open space to serve neighborhood commercial districts.

RECREATION AND OPEN SPACE

INTRODUCTION

The Plan for Recreation and Open Space is composed of several sections, each dealing with a certain aspect of the City's recreation and open space system. The Plan sections are (1) The Regional Open Space System, (2) The Citywide Open Space System, (3) The Shoreline, (4) The Neighborhoods, and (5) Downtown. Some aspects of the sections are interrelated, they should be read together to more fully understand the whole plan.

The Citywide System

San Francisco can achieve an outstanding recreation and open space system. We have a legacy of many fine parks and opportunities, and the potential for significant new ones.

In the last century, far-sighted San Franciscans reserved large sections of undeveloped land for parks. Golden Gate Park was created out of sand dunes. Nearly half of the City's shoreline was preserved in parkland and military forts, and many parks have been created on the City's hilltops.

The Open Space Acquisition and Park Renovation Fund, created in 1974, has provided much-needed funds to acquire and develop many new parks, as well as to renovate and maintain parkland and recreation facilities throughout the City. However, this funding source will expire, and another mechanism is needed in order to accomplish many of the Element's objectives and policies.

Maintaining the City's existing open space system is a continuing challenge. Maintenance continues to be a problem due to rising costs and limitations on staffing and equipment. In addition, many of the parks are old and both park landscapes and recreation structures are in need of repair or renovation. Heavily used parks and recreation facilities require additional maintenance. However, the number of recreation facilities has increased and their use intensified, often without a corresponding increase in the budget necessary to maintain facilities and offer the desired recreation programs.

Opportunities to acquire new parkland and develop much needed recreation facilities are limited due to the scarcity and high cost of vacant land. Existing facilities therefore represent a major city resource. The degree to which the City maintains the quality of its recreation facilities and open spaces will in large part determine the desirability of the City as a place to live.

The Shoreline

The shoreline holds the greatest potential for new parks. The western and northern shorelines are primarily undeveloped, and have been retained largely as public open space. The eastern shoreline is largely developed and devoted primarily to maritime and industrial uses, some of which are obsolete or underutilized. But development pressures are mounting. In the years ahead, changing land use patterns will create opportunities to improve access to the shoreline, and provide new parks along the Bay.

The Neighborhoods

Although San Francisco's neighborhoods have remained relatively stable, the demographics of the City's population are changing in ways that effect the demand for recreation and open space resources. For example, many of the City's seniors as well as a large number of children live in downtown areas and neighborhoods with few recreation facilities. Similarly, a large number of the City's low-income residents tend to be concentrated in high density districts with little access to private or public open space. In general, these are the groups with limited mobility and therefore little access to recreation and open space resources outside their neighborhoods.

Access is a key factor in park utilization. If people can not get to parks easily, their recreational value is reduced. Every San Franciscan should be served by a park within walking distance of their home.

San Francisco has over one hundred parks and recreation facilities which function mainly for neighborhood use. While the number of neighborhood parks and facilities is impressive, they are not well distributed throughout the City. Over the years there were more opportunities to build new parks in the less developed parts of the city. The older, more densely populated areas contained few sites suitable for parks, and those which were available in built-up areas tended to be more costly compared to land in outlying areas. The result has been an unequal distribution of facilities throughout the City. The inequality merits correction where neighborhoods lacking parks and recreation facilities also have relatively high needs for such facilities.

Downtown

The downtown holds special problems and opportunities for open space. Here, appropriately designed and managed open space is particularly important, both to provide spaces for people to interact, and also to provide visual relief for intense development. However, the high cost of land downtown has limited provision of public parkland and open space, and the economics of office development has favored full site utilization; together, these factors have limited the amount of open space for public use. A combined public and private effort is required to create attractive, sunlit open spaces downtown, as part of new building projects as well as the addition of new public parks.

Regional Open Space

Fortunately, San Francisco does not have to rely entirely on the recreation and open space system available within its borders. It can benefit from the regional open space system, composed of public and privately-owned open space. Public park and open space agencies manage a significant area devoted to public open space uses. The East Bay Regional Park District manages lands in Alameda and Contra Costa counties. The National Park Service manages the Point Reyes National Seashore and the Golden Gate National Recreation Area, in Marin, San Francisco, and San Mateo Counties. State park and recreation areas are scattered throughout the region. In addition to property managed as regional parkland, water and utility districts preserve and manage thousands of acres of watershed lands throughout the Bay Area. In addition to large amounts of publicly-owned open space, a large percentage of private lands throughout the Bay region are retained as open space and managed as vineyards, orchards and ranch land.

While the accomplishments in retaining land as open space in the region are significant, they do not satisfy the region's long term open space needs. In a rapidly developing region with a myriad of legal jurisdictions, there is no single entity to resolve conflicts between growth, development, and open space preservation. Without a single agency with the power to raise money and preserve open space land uses, it will be difficult to preserve an adequate amount of open space for the future. Until such a regional agency is formed, the City will have to coordinate its planning efforts with other open space planning agencies throughout the region.

OBJECTIVES AND POLICIES

THE BAY REGION

OBJECTIVE 1

PRESERVE LARGE AREAS OF OPEN SPACE SUFFICIENT TO MEET THE LONG-RANGE NEEDS OF THE BAY REGION.

The Bay Area has developed to the point where an extensive regional open space system is needed. Such a system should preserve undeveloped or predominantly undeveloped land or water area which has value for 1) conservation of land and other natural resources, 2) recreation and park land, 3) historic or scenic purposes, 4) controlling the location and form of urban development, and 5) agriculture.

Areas which should remain in open space because they have one or more of these characteristics have been identified in the Association of Bay Area governments (ABAG) Regional Plan and the Bay Conservation and Development Commission (BCDC) Bay Plan. Some areas include major natural features of the region such as coastal plains, beaches, portions of the Bay and its shoreline, vineyards and grazing lands, or forests. Other areas have been designated as open space because of the natural resources they contain, or because of their proximity to urbanizing areas. Taken together, the areas designated in these plans provide a sound basis for developing a city-centered metropolitan region surrounded by a comprehensive system of open space. As additional plans are completed for the coastline and other areas, they should be used as a basis for acquiring open space.

POLICY 1

Protect the natural character of regional open spaces and place high priority on acquiring open spaces noted for unique natural qualities.

Unlike urban parks, which usually are man-made, regional open spaces often encompass delicate ecological systems which are strained when subjected to intensive recreational use. Since natural open spaces are not easily obtained in the city, it is in San Francisco's interest that new regional parks are acquired as needed and that existing open spaces are not overloaded or environmentally damaged. The city also has a special interest in seeing that the regional open spaces acquired supplement the types of recreation offered in the city.

In general, recreational activities in regional open spaces should be oriented around the natural qualities of the area. Natural site characteristics should be the primary determinants of the types of recreational activities allowed. Construction should be limited to facilities which support these activities. Fire and access roads and parking facilities or other necessary improvements should be designed for minimal environmental impact. Use of the automobile should be carefully limited. In most cases, the automobile should be relied upon for initial access only; for internal circulation, emphasis should be on foot trails or some form of public transit. However, vehicular access should be permitted in appropriate areas, when required by senior citizens and handicapped individuals. When supporting facilities are required, they should be thoughtfully designed, inconspicuous, and in keeping with the surrounding environment.

POLICY 2

Make open space lands already in public ownership accessible to the public for compatible recreational uses.

The City and County of San Francisco owns over 60,000 acres of open space lands in San Francisco, Alameda, Contra Costa and San Mateo Counties. These lands are managed as watershed lands and serve as the city's major water source. Because of the need to protect water quality and the filtration capability of the existing system, the watershed property has not been open to large-scale public recreational use.

Public access should be provided by the San Francisco Water Department to portions of its watershed lands which have high recreational value, subject to restrictions required to protect water quality and water production, rare and endangered plant and animal species, and preserve wildlife habitats, archaeologic, and natural resources.

Future leases and lease renewals on watershed lands should be consistent with protection of existing natural values. Watershed lands should be managed to limit potential fire and erosion hazards. Access should be consistent with the legal rights of existing tenants, and with the intent of existing scenic and recreational easements. If San Francisco Water Department property becomes surplus, appropriate land areas should be dedicated for use as public open space.

POLICY 3

Increase the accessibility of regional parks by locating new parks near population centers, establishing low user costs, improving public transit service to parks and creating bike and hiking trails.

Many state and national parks are located a considerable distance from densely populated urban areas. Automobile access is usually required. Most of these parks are excellent for vacations, but they are often impractical for weekend or day use.

While overloading parks should be avoided, cost or inconvenience should not in itself exclude people from parks. Rather, user costs should be held low, accessibility improved, and new regional parks located close to cities. At the same time access is made easier, recreational activities in parks should be carefully managed to prevent overuse and environmental damage.

Public Transit

Improved public transit is key to increasing the accessibility of regional parks. Frequent and convenient transit service will make it easier for people who do not own cars to reach these areas, encourage people with cars to leave them at home when going to the parks, and reduce the impact of the automobile on the natural landscape. Transit can also be used to shift demand from crowded parks to lesser known facilities.

Bicycle Trails

A regional bikeway system should be developed for the San Francisco Bay area to provide for more recreational transportation throughout the Bay area and to regional open space areas. The bicycle can provide another alternative to the automobile for access to regional open space areas at minimal cost without adverse effects on the community or open space. Creation and maintenance of a safe and convenient bike route system would also foster bicycling as a recreational activity. Bike trails that tie population centers to regional parks and open space are particularly appropriate.

Creation of a shoreline trail and route system circling the bay, and bicycle routes on the major regional ridgelines should be given high priority for implementation in the years ahead. The potential for developing exclusive recreational bicycle trails along stream corridors, the ocean, and abandoned rail rights of way throughout the region should be investigated. The City should work with other local municipalities, public agencies and interested private organizations and individuals to develop a comprehensive regional bicycle trail system for the Bay area.

The City's bicycle trail system, identified in the Transportation Element of the Master Plan, should tie in with the regional bicycle trail system. Better linkage is needed between the City's bike routes and suggested regional bikeway trails. A safer and more convenient connection with the regional bike route at the Golden Gate Bridge concourse could result in increased bike ridership to Marin and the North Counties. Better linkage is also needed along the Great Highway or other routes to meet the South San Francisco and Peninsula bike routes.

Provision for Bicycles on Transit

Better coordination with regional public transportation networks could increase potential bicycle usage with little public expenditure. The Bay Area Rapid Transit (BART) system already permits bicycles on the system during non commute hours. Brochures or maps that provide information about and directions to nearby parks and regional open space should be available at outlying BART stations. Bicycle racks should be added to bus carriers that serve regional parks as a primary destination. Provision of bicycle racks on buses serving these routes would provide recreational bicyclists with better access to regional parks and open space.

Regional Hiking Trails

Hiking trails can provide pedestrian access to regional parks and open spaces, and link these to communities throughout the region. The East Bay Regional Park District has been creating and developing hiking, bicycle and equestrian trails to link some of the regional parks within their jurisdiction. A hiking trail system of this type should be created or extended throughout the region. Convenient linkages between the Bay Area regional hiking trail system and the San Francisco urban trail system should be created.

National Historic Trail

In 1775, the Spanish explorer Juan Bautista De Anza set out northward on an overland expedition from Sonora, Mexico, through Arizona and California to the San Francisco Bay Area. The National Park Service is working with other public agencies and private groups to establish the De Anza National Historic Trail. The City should coordinate work with these groups to designate a trail route within the City and Country of San Francisco that follows the route of the De Anza Expedition as closely as possible. The City should encourage installation of trail markers, and provision for a route map and public information to enhance public use and enjoyment of the trail.

POLICY 4

Coordinate with existing regional park districts, open space agencies, private sector and nonprofit institutions to acquire and manage a regional greenbelt.

Public agencies and private organizations and individuals are working to maintain open space in the Bay Region. These bodies include the Federal Government, the State of California, a multitude of local governments, several sub-regional open space agencies, as well as public nonprofit organizations and private landholders. Preserving a regional open space system is beyond the scope of the seventy-odd local governments in the nine county Bay Area. Valuable open spaces cross city and county lines and individual municipalities have neither the regulatory powers nor the funds to retain them. Preservation of such spaces will depend upon regional action.

Ideally, regional open space should be handled by a regional agency with the authority to 1) enact an official regional plan and have temporary permit powers over all open spaces of regional value until the plan is adopted, 2) acquire open space through the eminent domain process, and 3) raise money to purchase, manage and develop the regional open space system through methods such as grant application and taxation.

Until a regional open space agency is formed, the City should facilitate efforts of existing agencies and organizations working toward regional open space goals. The City should encourage and work with these groups to secure additional land for open space retention and management, and to maintain existing open space areas in their current undeveloped open space status. The city should also support use of selected areas of open space lands within its jurisdiction for appropriate recreational uses.

CITYWIDE SYSTEM

OBJECTIVE 2

DEVELOP AND MAINTAIN A DIVERSIFIED AND BALANCED CITYWIDE SYSTEM OF HIGH QUALITY PUBLIC OPEN SPACE.

Public open spaces serving the entire city offer a variety of opportunities to city residents and visitors alike. Unlike neighborhood facilities which aim at a basic level of service in every community, city serving facilities tend to be larger and provide specialized programs, activities or recreation opportunities. Because of this specialized nature of city serving open spaces, diversity and balance are important objectives.

Golden Gate Park is the keystone of the citywide system because of its size and the specialized landscape elements and recreational opportunities available within it. Other highly visible landscaped city parks, hilltop open spaces, waterfront parks and plazas are also important elements in the citywide system. Although primarily undeveloped at present, John McLaren Park because of its size has the potential of becoming a major component of the citywide system.

All parts of the citywide system should supplement each other by providing a wide choice in recreational activities. New facilities should not duplicate services offered in other city serving parks unless demand for some facilities warrants duplication to prevent overcrowding at existing locations. As new program and facilities are proposed, their locations should be selected to correct any imbalance resulting from popular attractions located in a few open spaces. Landscaping and capital improvements projects, over and above those required to maintain the existing system, should be aimed at improvements which will make certain spaces or programs more attractive so that overload may be eased.

A balance should be maintained between city serving and neighborhood facilities. Although modest expansion of the citywide system is called for in this plan, particularly on the shoreline, this expansion should not be achieved at the expense of neighborhood facilities and programs. Resources should be allocated in such a way that citywide and neighborhood facilities are maintained at an equally high level.

Achieving a balanced and diversified citywide recreation system also depends on citizen participation. Just as neighborhood groups help determine what programs and activities are to be offered in neighborhood facilities, so should citizens play a major role in determining additions, improvements, and changes in the citywide system.

POLICY 1

Provide an adequate total quantity and equitable distribution of public open spaces throughout the City.

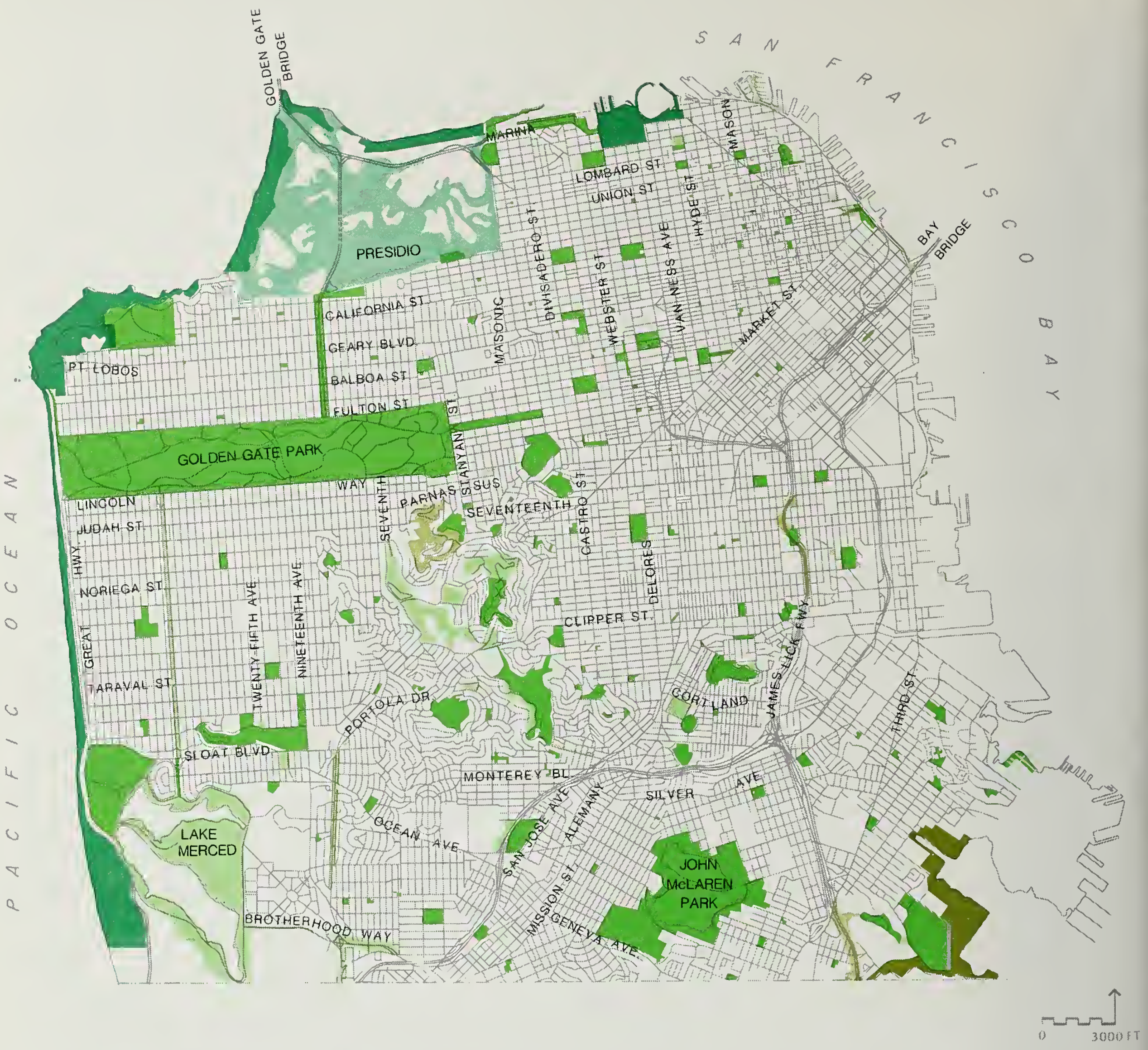
There are two components to this policy. The first is that there should be enough public open space in total to serve the City's population. The second is that public open space should be evenly distributed throughout the city so that people do not have to travel too far to reach them.

The San Francisco Recreation and Park Department currently owns and manages over 3,300 acres of open space. In addition, the State owns approximately 171 acres at Candlestick Point State Recreation Area, and the Federal Government owns approximately 619 acres, which is managed by the National Park Service as part of the Golden Gate National Recreation Area (GGNRA). This open space is shown in Map 1.

The City, State and Federal property permanently dedicated to open space uses total approximately 4,090 acres, or 5.5 acres per 1,000 San Francisco residents. This is about half the standard of National Park and Recreation Association (NPRA), which calls for 10 acres of open space per 1,000 population in cities. Given the City's existing development patterns, high population density, and small land mass (28,918 acres), the NPRA standard will not be possible to achieve within the City limits. Nevertheless, to the extent it reasonably can, the City should increase the per capita supply of public open space within the City.

About half of the City-owned acreage is composed of a few large open space areas which are used by residents throughout the City. The other half is made up of smaller open spaces which are distributed throughout the City and used by residents of the area surrounding the open space.

Although taken as a whole, the City's open space is generally well distributed, some parts of the City have deficiencies. The City should work toward eliminating these deficiencies and improving the distribution of open space throughout the City.


GOLDEN GATE BRIDGE
SAN FRANCISCO BAY
MARINA
LOMBARD ST
UNION ST
MASON
HYDE ST
VAN NESS AVE
WEBSTER ST
DIVISADERO ST
PRESIDIO
CALIFORNIA ST
GEARY BLVD
BALBOA ST
FULTON ST
MASONIC
MARKET ST
BAY BRIDGE
PT. LOBOS
GOLDEN GATE PARK
STANYAN ST
WAY
LINCOLN
JUDAH ST
SEVENTH
PARNASSUS
SEVENTEENTH
CASTRO ST
DELORES
HWY
GREAT
NORIEGA ST
TWENTY-FIFTH AVE
NINETEENTH AVE
CLIPPER ST
JAMES LICK FWY
TARAVAL ST
PORTOLA DR
CORTLAND
THIRD ST
SLOAT BLVD
MONTEREY BL
SILVER AVE
PACIFIC OCEAN
LAKE MERCED
OCEAN AVE
SAN JOSE AVE
ALEMANY
JOHN McLAREN PARK
MISSION ST
GENEVA AVE
BROTHERHOOD WAY
0
3000 FT

PUBLIC OWNERSHIP OF EXISTING OPEN SPACE

Map 1

CITY OWNERSHIP

🟩 Recreation And Park Department

🟩 Other City Departments

STATE OWNERSHIP

🟩 Candlestick Point State Recreation Area

🟩 Other State Property

FEDERAL OWNERSHIP

🟩 Golden Gate National Recreation Area (GGNRA)

🟩 Other Federal Property

Note:
Because of the scale of this map it is not possible to show precise boundaries or exceptionally small open spaces.

The "neighborhood service area" concept is key to providing equitable distribution of public open space. The "neighborhood service area" is based on the distance most prospective users from adjacent neighborhood areas are willing to walk to reach an open space. The neighborhood service area varies by the size and type of open space and the nature of the surrounding topography.

Depending on its size and features, the space may accommodate organized field sports and other forms of active recreation, more passive recreational pursuits, or a combination of activities. These features may attract different user groups from the service area. Preschoolers, school age children, teenagers, adults, and senior citizens are the user groups which are relevant for planning purposes.

A large public open space with many features generally has a larger service area than a small one. However, in some instances, a small but well designed and maintained open space or one offering specialized programs may serve people travelling from a greater distance than a larger open space with less desirable features.

Depending on their size and the facilities they offer, open spaces can be categorized as city-serving, district-serving, neighborhood-serving, or subneighborhood-serving.

City-Serving Open Spaces

City-serving open spaces vary in size, from small areas with unique features to large parks. Examples include Golden Gate Park, Twin Peaks, and John McLaren Park. City-serving open spaces exist throughout the City. Characteristically, they contain unique features which may include forested areas, fields and open landscapes, water features, and vista points. They may also contain facilities for specialized active recreation requiring large areas, such as for day camp, golfing, boating, horseback riding and bicycling.

Because of the size or specialized nature of city-serving open spaces, they may attract people from the entire city and beyond, who come by car or public transit. City-serving open spaces that have facilities such as playfields, recreation centers, playgrounds and totlots may also be heavily used by nearby neighborhood residents who walk to the space.

Neighborhood area within one half mile of a city-serving open space are considered to be within its neighborhood service area. This is about a ten minute walking distance.

Hilltops and shoreline open space are categorized as city-serving open space because of their unique locations. However, because these types of open space offer specialized and more limited recreation options, they are assigned a smaller neighborhood service area.

District-Serving Open Spaces

District-serving open spaces are usually larger than ten acres, and serve more than a single neighborhood or community. They usually contain playfields and recreational facilities for active use. The playfields are designed primarily to accommodate students and adults, and provide facilities for organized team sports. District-serving open spaces may also include indoor recreation facilities for swimming, basketball and other active, as well as more passive, pursuits.

Neighborhood areas within 3/8ths of a mile of a district-serving open space are considered to be within its neighborhood service area. This is about a seven and a half minute walking distance.

Neighborhood-Serving Open Spaces

Neighborhood-serving open spaces primarily serve a single community or neighborhood and are usually one to ten acres in size. Preferably their minimum size is four

to five acres to afford a variety of landscape and recreation experiences. They are usually landscaped, contain areas of scenic interest that are natural or man-made, and provide for passive and/or active recreational pursuits, not requiring organized programs.

Neighborhood-serving open spaces are generally designed to accommodate all user groups, from pre-school through seniors. They usually have playground areas containing a playlot, apparatus area and turf play area. They may also contain playfields and/or athletic facilities to accommodate school age students as well as adults. However, some squares, plazas, hilltop and shoreline open spaces also act as neighborhood serving sites.

Neighborhood areas within one-quarter of a mile of a neighborhood-serving open space are considered to be within its service area. This is about a five minute walking distance.

Subneighborhood-Serving Open Spaces

In most cases subneighborhood-serving open spaces are less than one acre in size and are used primarily by people from the immediately adjacent area. In these small spaces, which are often called mini parks, athletic facilities are usually not available. They frequently include a totlot or playground. Totlots are designed primarily for children of pre-school age and may contain a sandbox, play apparatus, and sitting areas for adults. Playground facilities are designed primarily for children of elementary school age and contain a playlot, apparatus area, turf play area, as well as areas for active sports, games and landscaped parklike areas. They also generally provide a small landscaped space with seating areas for all users to enjoy. Neighborhood areas within one-eighth of a mile of a subneighborhood-serving space are considered to be within its service area.

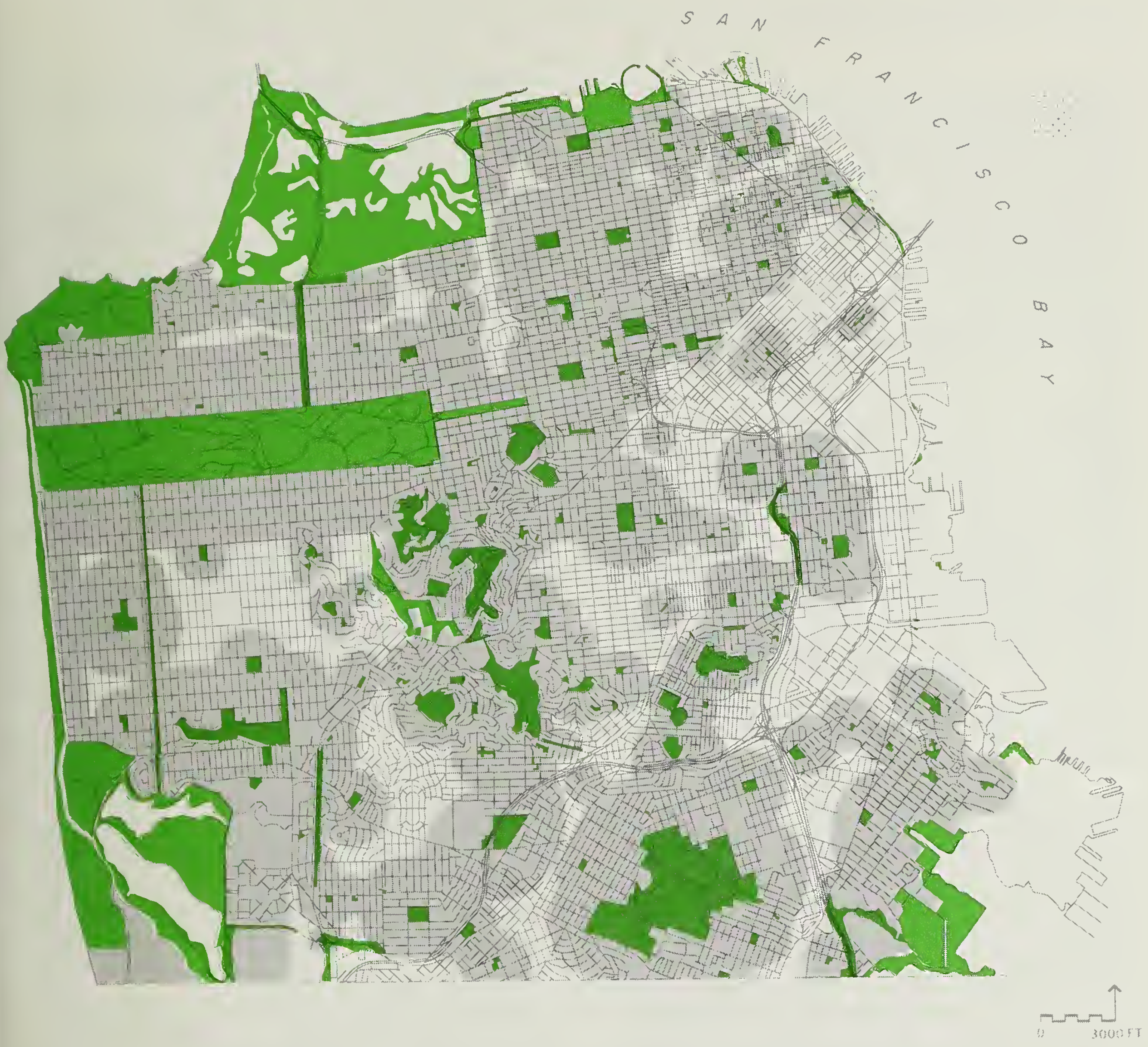
Open Space Distribution

Existing public open spaces and their neighborhood service area boundaries, which have been adjusted to take into account the surrounding topography, are shown on Map 2. Neighborhood areas that fall outside these service area boundaries are not adequately served by public open space.

POLICY 2

Preserve existing public open space.

San Francisco's public open space system is fairly extensive. It ranges from large parks to undeveloped street rights-of-way. Much of the system is under the jurisdiction of the Recreation and Park Department. In addition to this land, a significant portion of the public open space in San Francisco is only informally part of the city's park and recreation system. This open space is



PUBLIC OPEN SPACE SERVICE AREAS

Map 2

🟩 EXISTING PUBLIC OPEN SPACE

▨ OPEN SPACE SERVICE AREA
Areas within acceptable walking distance

Note:
Because of the scale of this map it is not possible to show precise boundaries or exceptionally small open spaces.

Open Space Category	Size in Acres	Service Area Radius in Miles
Citywide	varies 1-1000	1/2
District	over 10	3/8
Neighborhood	1-10	1/4
Subneighborhood	less than 1	1/8

held by a number of public agencies and is also either used for recreation or appreciated for its natural qualities, but is neither a public park for a playground. Open Spaces in this second category include shoreline land owned by the Port of San Francisco, certain reservoirs, grounds of public institutions, forts, land for slope and view protection, roadway landscaping, alleys, dedicated public walkways and undeveloped street rights-of-way. Open spaces such as these are a very important part of the city's open space system. They supplement playgrounds and parks and are a major visual asset.

Development sometimes threatens public open spaces regardless of whether or not it is a formal part of the City's system. While few public open spaces have been lost in their entirety to other uses, almost all public open space at one time or another has been viewed as a source of vacant land for new construction. The shortage of vacant sites and the intensity of development in San Francisco produce pressures on the city's public open space. These same factors generate considerable demand for open space and leave few opportunities to expand the open space system. Consequently, it is essential that the City preserve the public open space which remains.

Despite general agreement on the need to preserve public open space, over the years developments may indeed be proposed on public land designated as open space in this plan. It is anticipated that the most persuasive arguments in favor of development will be based on the "public value" of the proposed development. The public value will differ among proposals, and a determination, of this value as compared with the value of open space will be difficult. In order to assist in this determination, four types of potential development proposals have been identified. If proposals for these types of development occur, the following policies should be applied:

Nonrecreational Uses

Proposals for nonrecreational uses in public parks and playgrounds may arise in the future. Some may be for public facilities such as parking garages, streets and buildings, and for private or semi-public facilities. Development of this kind in parks and playgrounds should, without exception, be prohibited.

Recreation and Cultural Buildings

Many San Francisco neighborhoods need more gymnasiums, swimming pools and other indoor facilities. Citywide recreation and cultural facilities also require new buildings and room to expand. The scarcity of sites and the high cost of land, together with the recreational nature of such facilities, make parks and playgrounds frequent candidates as sites for recreation and cultural buildings.

This situation is often in conflict with the need to retain outdoor open space. The value of parks and playgrounds in a highly developed city like San Francisco is immeasurable. San Francisco's neighborhoods are densely populated, and many residents have no access to open spaces other than that provided by the City. Even in those areas with private yards, city parks make neighborhoods more livable. San Francisco's parks and playgrounds are a great asset to the City. Building in them results in a loss of open space which can rarely be replaced.

The City's policy should be made clear: where new recreation and cultural buildings are needed they should be located outside of existing parks and playgrounds. When new indoor facilities are needed, the City should allocate funds for land acquisition as well as for construction. Outdoor space in parks and playgrounds should not be diminished except in a few unique cases such as the Zoo, which requires special indoor facilities, and John McLaren Park, which is underdeveloped and may provide a good site for new recreation facilities designed to relieve pressure on overused facilities.

This policy is not intended to disregard the importance of indoor recreation facilities. It is recognized that a properly balanced system combines both indoor and outdoor spaces and programs. San Franciscans, however, should not be put in the position of developing indoor facilities at the expense of valuable outdoor open space and the amount of outdoor open space in parks and playgrounds should not have to be reduced in order to avoid buying land for new indoor recreation or cultural facilities.

Proposals for additions to existing recreation and cultural buildings in parks and playgrounds should be evaluated by the same process as that outlined below for supporting facilities. Additions to cultural and recreation facilities should be limited to the existing footprint and to that which can be accommodated on the site without creating a negative impact on the surrounding area by reason of excessive height and bulk. A goal of planning should be to limit the size of any necessary additions. Additions should be limited primarily to publicly accessible recreational and cultural uses, or facilities which directly support them. Alternative locations for non publicly accessible functions should be carefully explored. When additions are planned, careful planning should limit the size of the required enlargement.

Supporting Facilities

Many of the sites designated for open space in this plan are under the jurisdiction of public agencies other than the Recreation and Park Department and are intended primarily for public uses other than recreation. Here open space use is secondary to the prime use. Examples are: underdeveloped street rights-of-way, property on or adjacent to reservoirs and grounds of public institutions.

In these cases it is anticipated that requests for supporting facilities of various types may arise. These proposed facilities may be necessary to perform the public function of the particular agency holding the land designated as open space. In order to provide a basis for a decision in these cases, the agency proposing the supporting facility should make public the following material:

- Information demonstrating that the facility proposed is necessary to provide the public service of the agency holding the site in question;
- Sufficient proof that alternative sites have been studied and that the proposed facility can be located only on the site in question;
- A study which assesses the effects of the proposed facility on the site in question and on the surrounding neighborhood.

Since the purpose of the policy is to preserve public open space, the city should not approve projects which are not demonstrated to be necessary by the information submitted, nor should it approve projects whose effects have not been thoroughly assessed. Approval should be based upon the information submitted and on conformity of the project with the Master Plan. Upon approval, the city may request the agency to meet certain design criteria and performance standards which insure such conformity.

Surplus Public Land

Occasionally public agencies find some land surplus to their needs. When public land becomes surplus to one public use, the Master Plan states that it should be reexamined to determine what other uses would best serve public needs. The Master Plan gives priority to direct public uses that meet either immediate or long-term public needs. One of these uses is open space.

In cases where the land that is declared surplus is designated as open space in this plan, the policy is clear: open space should take priority over other public uses. In cases where surplus land is not designated for open space, the site should be evaluated on a case by case basis for its usefulness for a number of public or public serving uses, including open space. Where necessary and desirable, jurisdiction of surplus land which meets open space criteria, such as land with high natural, recreational, or open space values, should be transferred to the Recreation and Park Department.

Natural Areas

Several open spaces within the City contain areas that are relatively undisturbed and remain in a nearly natural state. They include natural areas within Golden Gate Park, forested areas, grassy open fields and hilltops, and mud flats, beaches and sand dunes, as well as fresh water lakes. These areas support the more common indigenous flora and fauna and may provide habitat for rare or endangered species. These natural areas should be identified and protected from change that would alter the habitat, or promote growth of non-native species. Native plant habitats should be preserved and efforts undertaken to remove exotic plant species from these areas.

POLICY 3

Preserve sunlight in public open spaces

Solar access to public open space should be protected. In San Francisco, presence of the sun's warming rays is essential to enjoying open space. This is because climatic factors, including ambient temperature, humidity, and wind, usually combine to create a comfortable climate only when direct sunlight is present. Therefore, the shadows created by new development nearby can critically diminish the utility of the open space.

This is particularly a problem in downtown districts and in neighborhoods immediately adjacent to the downtown core, where there is a limited amount of open space, where there is pressure for new development, and where zoning controls allow tall buildings. But the problem potentially exists wherever tall buildings near open space are permitted.

Properties under the jurisdiction of the Recreation and Park Department or designated for acquisition are now protected by a Charter amendment. It restricts the issuance of building permits authorizing construction of any structure exceeding forty feet ion height that would shade these properties from between one hour after sunrise to one hour before sunset, unless it is determined that the impact on the use of the space would be insignificant.

A number of other open spaces are under the jurisdiction of other public agencies, or are privately owned and therefore not protected by the Charter amendments. These spaces should be given other forms of protection to assure they are not shaded during the hours of their most intensive use.

POLICY 4

Gradually eliminate non-recreational uses in parks and playground and reduce automobile traffic in and around public open spaces.

Nonrecreational Uses

The City should gradually eliminate nonrecreational uses in its public open spaces. In the past parks and playgrounds have been used as sites for public facilities such as libraries, fire and police stations, sewer plants and schools. Undoubtedly, the public need for them was great at the time of their construction and many are still essential. But as nonrecreational facilities such as these become obsolete, the City is faced with the decision to renovate them or to relocate them altogether.

In cases where it is possible to provide services elsewhere, it should be the City's policy to eliminate nonrecreational uses in parks and playgrounds, demolish the facility and return the site to open space use. If the facility can be successfully converted to recreational use, then reuse could be an alternative to demolition. The City should not, however, permit the reuse of such facilities for other nonrecreational purposes. The same policy should apply to the reuse of obsolete recreational facilities.

In cases where it is not presently possible to provide services elsewhere, the City should simply maintain the facility and not permit its expansion.

Automobile Traffic

Roads in and around San Francisco's public open spaces are used both by through traffic and by people enjoying the parks. As demand for each intensifies, the conflict between the two uses grows. This conflict should be resolved in favor of open space users because heavy or fast traffic endangers pedestrians, cuts access to open space, damages plant life and reduces the pleasure of being in the open space. The following methods of reducing traffic in and around public open space are consistent with the urban design and transportation elements of the Master Plan and should be applied where possible:

- Discourage nonrecreational travel in and around public open space by diverting through traffic from open space roads onto major and secondary thoroughfares located at sufficient distance from major open space.
- Reduce the capacity of roads in public open spaces and redesign existing roads for leisurely, scenic driving. Permit continued use of existing roads for recreational driving where it does not limit pedestrian use and enjoyment.
- Close off roads to automobiles on a part-time basis in order to return open spaces to recreational use. Expand into full-time street closing where possible. Increase weekend street closings for use by pedestrians and bicyclists.
- Prohibit construction of new roads and parking lots in developed public open spaces.
- Encourage walking, and the use of bicycles and public transit for recreational travel.

POLICY 5

Preserve the open space and natural historic, scenic and recreational features of the Presidio.

The Army's military mission in the Presidio is important to the city's economy, as it is to the nation's security. A number of the Presidio's structures are physically and/or functionally obsolete and need to be replaced. The City should support the Army in its efforts to provide modern facilities for its troops and their dependents. At the same time appropriate actions should be taken to preserve open space and enhance the unique historic, scenic and recreational qualities of the Presidio.

The Presidio is among the most important and historic open spaces in the City. Some of the Presidio lands are managed by the U.S. Army and some by the National Park Service as part of the Golden Gate National Recreation Area (GGNRA) or the Fort Point National Historic Site. Both the National Park Service and the Army are responsible for preserving the Presidio's natural setting, and protecting against development that would destroy its scenic beauty and natural character. The Presidio is shown in Map 3.

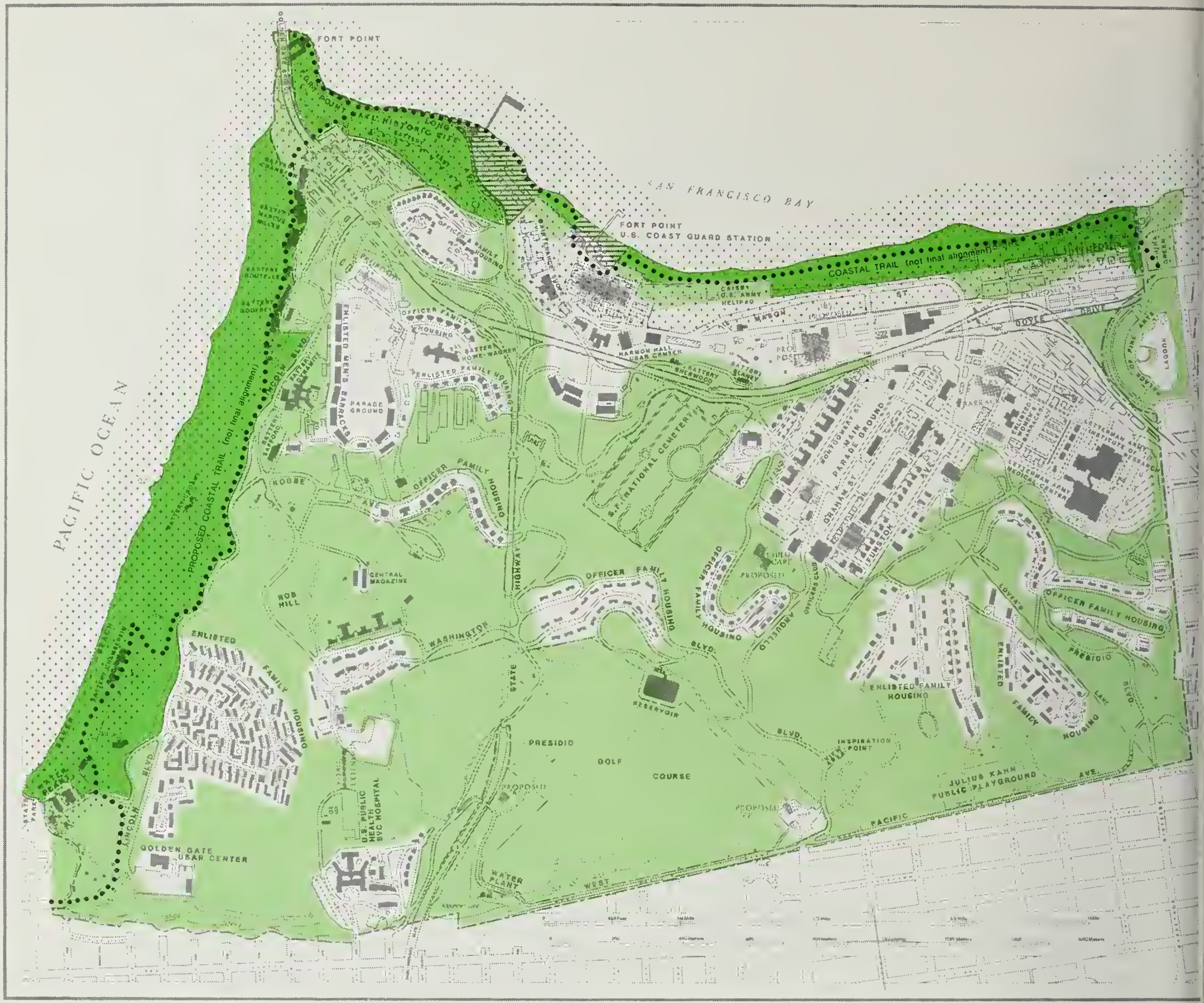
Much of the area under the jurisdiction of the U.S. Army is maintained as open space, a substantial part of which is accessible to the public. Most of the shoreline area has been transferred to the National Park Service. As mandated by the terms of the enabling legislation, jurisdiction of a 10-acre area just east of Long Avenue, currently being used as a motor pool and storage area, should be transferred to the National Park Service to be managed as part of Fort Point National Historic Site. If the Coast Guard station is closed and its function relocated, this property should also be transferred to the GGNRA.

Because of its proximity to the GGNRA and sensitive shoreline resources, the area north of Old Mason Street should be maintained as open space. As opportunities present themselves, developed areas within the shoreline zone should be converted to open space use by relocating existing buildings and uses to other developed areas.

Large portions of the Presidio, including the historic parade ground, have been developed as surface parking lots, much of it for commuters working in the Presidio. The Presidio should develop a transportation management program to expand use of transit, carpools and vanpools, and to reduce the amount of needed parking. Needed parking should be converted into parking structures wherever possible.

The following guidelines should apply to new development and land use changes in the Presidio:

1. No new structures should be built that would adversely affect the scenic beauty and natural character of the Presidio.


FORT POINT
SAN FRANCISCO BAY
FORT POINT U.S. COAST GUARD STATION
COASTAL TRAIL (not final alignment)
PACIFIC OCEAN
PROPOSED COASTAL TRAIL (not final alignment)
OFFICER FAMILY HOUSING
ENLISTED MEN'S BARRACKS
PARADE GROUND
ENLISTED FAMILY HOUSING
HARMON HALL
MASON
U.S. ARMY HELIPAD
S.F. NATIONAL CEMETERY
CENTRAL MAGAZINE
ROB HILL
WASHINGTON
HIGHWAY
STATE
PRESIDIO GOLF COURSE
RESERVOIR
INSPIRATION POINT
JULIUS KAHN PUBLIC PLAYGROUND
PACIFIC AVE.
ARGUELLO BLVD.
LINCOLN BLVD.
LOVERS LANE
PRESIDIO
LAGOON
PROPOSED
U.S. PUBLIC HEALTH SVC HOSPITAL
WATER PLANT
WEST
GOLDEN GATE

THE PRESIDIO OF SAN FRANCISCO

Map 3

⬚ SHORELINE ZONE
Shoreline Guidelines Apply

🟩 NATIONAL PARK SERVICE JURISDICTION
Open Space Area

••••• PROPOSED SHORELINE TRAIL

U.S. ARMY JURISDICTION

🟩 Open Space Area

□ Developed Area

▤ Area Recommended For Transfer To National Park Service

2. No additional housing units should be constructed in the Presidio.

3. Except for expansion of facilities of Letterman General Hospital and Western Medical Institute of Research, new construction should be limited to replacement of existing structures with an improvement of similar size.

4. New construction should occur only within the existing developed areas with one possible exception. In order to create more open space for public use in developed areas in the shoreline zone, existing structures in the shoreline zone could be removed and replaced in an existing open space area with less public use potential, if such replacement would not result in the degradation of the Presidio's overall scenic beauty and natural character.

5. The Presidio shoreline should be developed as stated in Shoreline Policy 5 of this Plan, and development should be subject to shoreline guidelines as stated in Shoreline Policy 1.

6. Historic structures and sites should be preserved. The Presidio has been declared a National Historic Landmark and 300 historically significant structures have been identified.

7. A mixture of naturalistic grassland and forest should be maintained in existing open space areas. The Presidio's forestry management plan should promote a balanced approach to maintenance of the forest resource and restoration of the native vegetation communities.

8. The recreation trail system should be maintained and improved. The system should include well designed and marked hiking and bicycle trails through the Presidio. Points of historic interest should be marked. A shoreline trail should link Seacliff with the Marina.

POLICY 6

Make open spaces accessible to people with special needs.

The City should ensure that public open spaces are accessible to all San Franciscans, including persons with special recreation needs. These may include seniors, the very young, people with disabilities. In order to achieve this policy, park and recreation facilities should be planned and programmed for people with special recreation needs in mind.

Recognized design standards for the disabled should be reviewed and employed for all construction in order to facilitate use and enjoyment by persons with disabilities. Design standards for the elderly, and for young children should also be employed to accommodate the specific needs of these user groups. In all new construction, facilities should be constructed consistent with the appropriate design standards. Similarly, as parks and facilities are renovated, these same design standards should be applied. Facilities which do not meet the standards should be identified and necessary modifications should be programmed as priority items, and implemented as funds become available.

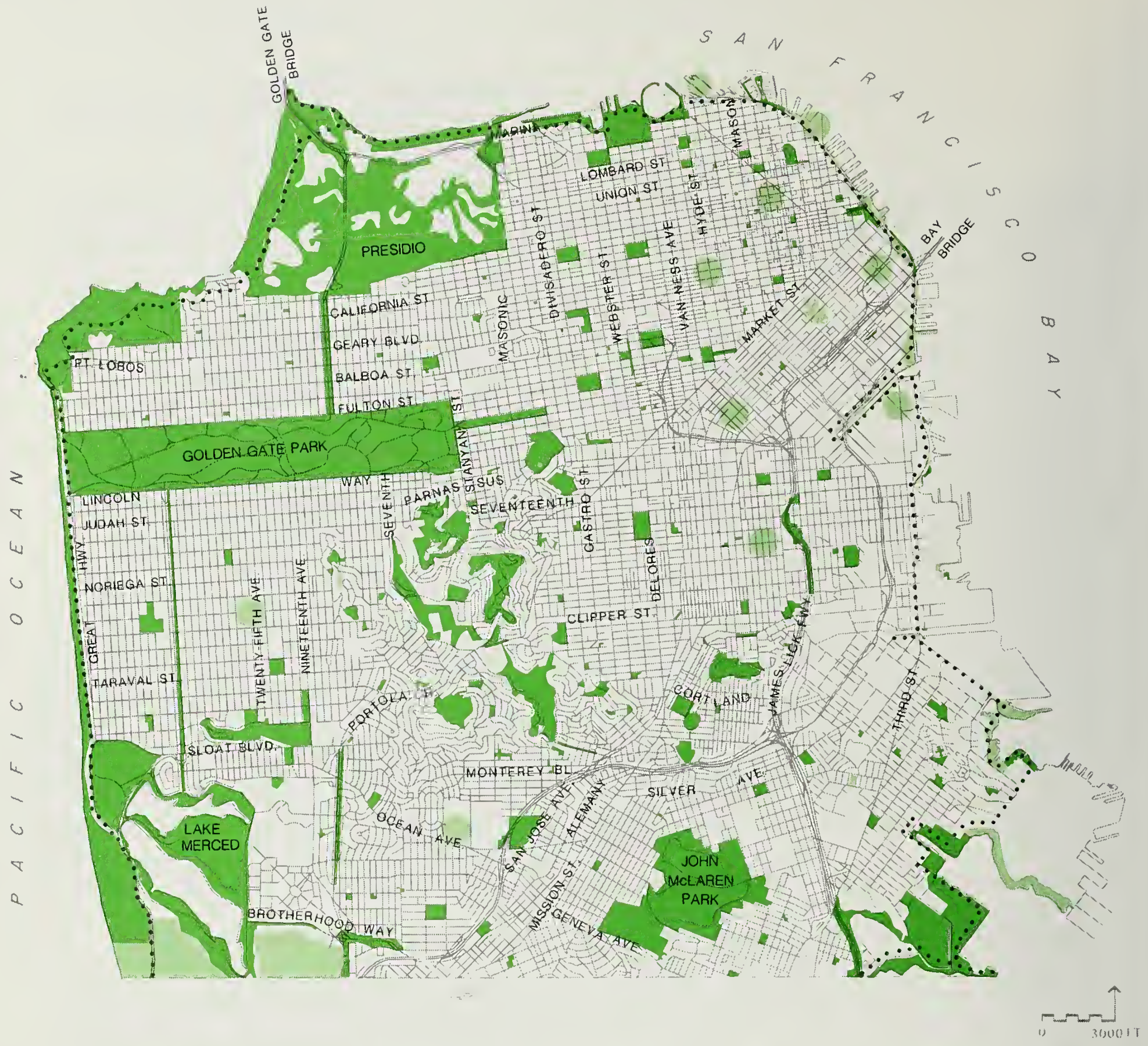
Special recreation programs are also needed for groups and individuals whose particular recreation needs are not ordinarily met at existing facilities, or in existing programs. Some facilities and programs are now available. As new or extended programs are offered, additional professionally trained staff and facilities may be required. In addition, transportation programs may be required to bring individuals and groups with special needs to the facilities.

POLICY 7

Acquire additional open space for public use.

San Francisco already has an extensive system of public open space owned by the Recreation and Park Department, other City agencies, and the State and Federal government. Nevertheless, additional public open space is needed in certain areas and should be acquired and/or developed for public use and enjoyment. These areas are shown on Map 4. The Shoreline section of this Plan identifies areas along the shoreline, particularly on the eastern waterfront, which should be made into usable public open space. The Neighborhood section of the Plan discussed some specific sites and some general areas where additional public open space is needed but where specific sites have not been identified. Similarly the Downtown section of the Plan discusses where additional open space is needed.

In some cases, a parcel or parcels indicated for acquisition may be in active use. In those cases, acquisition may be delayed until change in use or tenancy occurs, or the property could be acquired and leased back to the user


GOLDEN GATE BRIDGE
SAN FRANCISCO BAY
BAY BRIDGE
PACIFIC OCEAN
MARINA
LOMBARD ST
UNION ST
MASON
HYDE ST
VAN NESS AVE
WEBSTER ST
DIVISADERO ST
MASONIC
PRESIDIO
CALIFORNIA ST
GEARY BLVD.
BALBOA ST
FULTON ST
PT. LOBOS
MARKET ST
GOLDEN GATE PARK
STANYAN ST
WAY
PARNASSUS
SEVENTH
SEVENTEENTH
CASTRO ST
DELORES
LINCOLN
JUDAH ST
NORIEGA ST
GREAT HWY
TARAVAL ST
TWENTY-FIFTH AVE
NINETEENTH AVE
CLIPPER ST
PORTOLA DR.
CORTLAND
JAMES LICK FWY
THIRD ST
SLOAT BLVD.
MONTEREY BL
SILVER AVE
OCEAN AVE
SAN JOSE AVE
ALEMANY
MISSION ST
GENEVA AVE
LAKE MERCED
JOHN McLAREN PARK
BROTHERHOOD WAY
0 3000 FT

CITYWIDE RECREATION & OPEN SPACE PLAN

Map 4

EXISTING PUBLIC OPEN SPACE

🟩 Retain Outdoor Open Space, Preserve Natural Qualities, And Where Appropriate Convert To Public Recreational Use

PROPOSED PUBLIC OPEN SPACE

🟩 Acquire For Or Convert To Public Open Space

● Provide New Open Space In The General Vicinity

••••• Proposed Shoreline Trail

until development for open space use would be beneficial. In this way, public ownership of properties identified in this plan could be assured while limiting financial impacts to current property owners or tenants.

Priority should be given to acquiring sites which are threatened by development. An application to develop a privately owned site cannot legally be denied solely on the ground that it is proposed for public open space use in this Plan. Therefore, if the owner of a privately owned site proposed for acquisition wishes to develop the site it should be determined whether the Recreation and Park Commission is prepared to proceed with acquisition or whether there are alternative means to acquire it, and if not, processing of the development proposal should proceed. If development does occur, the situation should be examined to determine whether the site should remain in the Plan for some possible future acquisition or whether it should be dropped from further open space consideration and the Plan amended accordingly.

Open space acquisition should not be limited by the City's inability to maintain additional parkland. However, the City should recognize that acquisition will require an on-going commitment of additional resources for maintenance. In appropriate cases, the City should acquire the property, and develop low cost maintenance techniques and programs for open space that is not used for intensive recreation, or should hold the land vacant, until development and maintenance funds are available.

POLICY 8

Develop a citywide urban trails system that links city parks and public open space, hilltops, the waterfront and neighborhoods and ties into the regional hiking trail system.

An urban trails system should be created on streets and public rights-of-way and provide interesting pathways to link city parks and public open space with the neighborhoods. A comprehensively planned urban trail system, composed of carefully selected routes and well designed details, could be a valuable recreation resource. The citywide system should have convenient links with the regional hiking trail system, and with regional transit systems. Development of the trail system should include the following elements:

Route Selection

The objective in route selection should be to choose trails that provide information about the city's history, frame vistas of the City and Bay region, and permit the opportunity to view and visit interesting cultural, architectural and natural geographical features. The trail system should link city parks and public open space with interesting historic, natural, and man-made features that may attract and accommodate a variety of users.

Route Information

A map showing the trail route and park system should be available for public distribution. Trail markers or signs should also be installed along the route. Historic photographs or other information could provide interesting information about the route or particular location.

Landscape Treatment

Landscape treatment of the trail system could include installation of trees and other vegetation as well as special paving materials and street furniture to provide pleasant resting areas. Use of street furniture, signage, and other design elements should be used consistently along the trail to facilitate trail identification.

POLICY 9

Maintain and expand the urban forest.

Trees planted in city parks, on public open space, on city streets and on private property, collectively form the "urban forest". This urban forest contributes substantially to the quality of life in the city. Trees impart a sense of nature, provide shade and moderate the microclimate. Strolling through a grove of trees in a City park, a private yard, or along a public sidewalk, or viewing a forest on a distant hilltop, are experiences that enrich one's enjoyment of the city.

A number of City agencies have authority over San Francisco's urban forest. The Recreation and Park Department plants and maintains trees and other landscape materials in City parks, and on some other public

land. The Department of Public Works Urban Forestry Division has permit jurisdiction over all street trees, and plants and maintains trees along certain public streets.

Street trees contribute to the streetscape environment and can be used to visually screen unattractive and incompatible land uses.

Private property owners should be encouraged to plant trees fronting their property consistent with an overall street tree planting plan. Street trees should be required in new development in residential, commercial, and neighborhood commercial districts with provision for substitution of other landscape material or waiver of the requirement in those limited instances where street trees would interfere with pedestrian circulation.

The City plants trees in city parks and public open space, and along certain major city streets. These are maintained on a regular and emergency basis by the city. However, maintenance of most of the City's street trees, and all trees on private property, is the responsibility of the abutting property owner. This obligation should be enforced.

Many of the city-maintained trees have reached maturity, and need to be replaced. This is particularly true in the city's older parks, where many trees are dead, or visibly decaying. A major reforestation effort should be undertaken by the City in many of the larger parks, on other City properties and some major public streets. The magnitude of this effort is beyond the current scope of existing tree maintenance programs and budgets. A farsighted program should be developed to adequately maintain San Francisco's urban forest, and to ensure a legacy of green in the century ahead.

A reforestation program should include the following major program elements:

Systematic Inventory

A systematic inventory of the urban forest should be undertaken. The database should be both comprehensive and easy to update. Data elements should include geographic location, tree species, size, age, and disease classes, and other information as may be necessary or desirable.

Planting, Tree Replanting and Maintenance

A reforestation and horticultural maintenance element should provide a framework for program implementation. Principles of urban planning, landscape design, and horticulture should be employed to determine appropriate form, texture, color and scale of trees to be planted. The diversity of species planted throughout the city should be increased. The species or variety planted in any area should be chosen for design objectives identified in the Urban Design Element of the Master Plan, as well as the tree's ability to thrive in the area's microclimate and soil conditions.

The City should continue to plant street trees. A program to ensure the availability of trees of the species, age, class, and form required for planting should be developed. This could take the form of developing propagation and nursery facilities, or contracting with private sector nurseries.

Consistent use of recognized planting standards should be used to reduce transplanting shock and ensure the highest viability of all trees planted. Such standards should include guidelines for planting depth, placement, staking, watering and maintenance through the first years of growth.

Trimming and pruning standards should be developed appropriate to different tree forms, and should be consistently adhered to. Proper pruning practices and tree maintenance should result in healthy and well-formed tree canopies that require a minimum of maintenance.

Guidelines should be developed, as appropriate, for required tree removal. Removal of large areas of naturalistic tree plantings will require treatment significantly different from that used to remove over-mature or diseased street trees. When large or overmature trees have been removed, reforestation should proceed as soon as practical. However, a certain number of dead trees should be left standing for their habitat value, if they are not a safety hazard.

Wood Waste Management and Utilization

Tree removal and reforestation will generate a significant amount of wood and waste products. A program should be developed to utilize the wood and effectively manage the waste generated. Sale of merchantable timber, cord lumber, wood chips, and bark chips could help to offset the cost of the reforestation program, and reduce the solid waste problem that tree removal and maintenance generates.

Interagency Coordination and Public Information

Currently the responsibility of maintaining San Francisco's urban forest rests with several city agencies, and private property owners throughout the city. Tree planting, maintenance and removal standards should be prepared by the Department of Public Works and Recreation and Park Department, and made available to other City agencies and the public. The same standards should be used by everyone responsible for maintaining the city's urban forest. Equipment and trained professionals could be shared by the implementing agencies. Nonprofit corporations, such as the Friends of the Urban Forest, can also provide assistance to neighborhood groups and individuals.

POLICY 10

Develop a master plan for Golden Gate Park.

Golden Gate Park plays a key role in the public recreation system in San Francisco. With 1,017 acres, it is the largest and most diverse park in the city system and provides places for active recreation, cultural institutions, as well as landscaped areas of pastoral character. The park is enjoyed by city and Bay Area residents, as well as national and international visitors.

The park is over one hundred years old. Some of its infrastructure needs to be replaced or renovated. Some buildings and recreation facilities no longer serve the purpose for which they were intended. Forested areas and woody vegetation are overmature or diseased. Conflicts exist between the need for additional recreational development, maintenance of the park's historic and naturalistic character, and the preservation of its valuable open space. Transportation problems have developed, including excessive through-traffic, all-day commuter parking, and unsatisfactory pedestrian access and circulation.

To address these problems, work on the Master Plan has begun. The overall goal of the Golden Gate Park Master Plan should seek to retain the integrity of the park's original design while having sufficient flexibility to accommodate society's evolving needs. In 1979, the Recreation and Park Commission, adopted "Master Plan Objectives and Policies for Golden Gate Park," to guide any necessary changes, act as a blueprint to guide maintenance of the park's rich landscape, and steward Golden Gate Park through the next century. The objectives are to:

1. Acknowledge Golden Gate Park's contribution to the diversity of cultural and recreational activities available to residents of San Francisco and the Bay region; recognize the park's importance as an American cultural resource.

2. Provide for the protection and renewal of the park landscape.

3. Preserve the open space of Golden Gate Park.

4. Create and maintain a park-wide system of recreation roadways, pathways and trails. Minimize vehicular traffic.

5. Foster appropriate use of park recreation resources.

Consideration should be given to establishment of a separate public advisory committee, supported by a professional staff consisting of planners, landscape architects, recreation specialists, and horticulturists to prepare the plan. This advisory committee should report to the Recreation and Park Commission.

The objectives and policies serve as the basis for five master plan elements which should carry out the adopted policies, and address specific issues and park features. The five elements are:

Forest Management
Circulation-Transportation Management
Land Use
Landmarks and Structures
Landscape Design

The first two elements, Forest Management and Circulation, have been adopted by the Recreation and Park Commission and are being implemented. The City should provide the necessary resources to complete the remaining master plan elements. The five elements are described below:

Forest Management

The Forest Management Element addresses the problems of the park's forest and understory vegetation. It includes an extensive tree inventory, reforestation program, and management and design guidelines.

Circulation - Transportation Management

The Transportation Management Plan focuses on all forms of access to and circulation throughout the park. This element is designed to create and maintain a park-wide system of recreational roadways, pathways and trails while minimizing vehicular traffic. Key elements include the restriction of through-traffic to designated roadways and reduction of the number and impact of such roadways. The plan encourages use of public transit, development of a safe and inviting pedestrian system, and accommodation of bicycle and equestrian trail systems.

Land Use

The land use element should update the existing inventory of land uses, facilities, structures, and recognized landmarks and identify appropriate areas for required land uses throughout the park. All activities, features and facilities should be subordinate to the present design and character of the park. The plan should preserve the park's valuable open space and not permit construction of new recreation or cultural buildings within Golden Gate Park unless incidental to enjoyment of the Park's open space. No additional roadways should be allowed to encroach on the park. Emphasis should be given to activities which do not diminish open space.

The primary function of the park is to serve the recreation needs of all San Francisco residents. Neighborhood serving facilities should be located in the adjacent neighborhoods themselves.

Landmarks and Structures

The landmarks and structures element should evaluate historic values, and physical and structural conditions, and current and required maintenance levels of the park's landmarks and structures. An inventory of existing structures and recognized landmarks should be updated. The plan should encourage restoration and reconstruction of landmarks and require that any modification or replacement of existing buildings be compatible with the landscape character and historic features of the park.

Restoration requirements should be identified and programmed as part of the capital improvement budget, or other funding sources. While advocating the provision of park amenities and visitor services, the plan should prohibit any construction which would detract visually or physically from the character of the park.

Landscape Design and Features

The landscape design element of the master plan should provide for the protection and renewal of the park's unique landscape areas. The size and form of the park's major pastoral landscape elements, its meadows and wooded areas should be retained and renewed. Similarly, the overall evergreen landscape character of the park should be maintained as the dominant design element. This element should closely coordinate with the forest management element.

Existing formal gardens and colorful horticultural displays should be retained, in areas designated in early park plans; however, new colorful horticultural displays should not be introduced into predominantly evergreen areas. Landscape design standards should be employed to guide restoration and maintenance of meadow areas, lake and water course edges, park entrances and pedestrian pathways, intensive recreation use areas, and roadways and other paved areas.

POLICY 11

Develop McLaren Park into a high quality, city serving park.

McLaren Park, primarily undeveloped parkland, should be developed into a park of high quality. A master plan for the park should be adopted by the Recreation and Park Commission. A variety of landscape features and specialized recreation facilities could be accommodated on the 318 acre park site. McLaren Park should become a citywide resource, because of its large size, varied landscape, and the specialized activities and programs that may be suited for developments within the park. McLaren park should also offer uses which satisfy the recreation needs of adjacent neighborhoods. Neighborhood-serving uses should be sited primarily along the park's periphery.

Development of the park should capitalize on the site's natural conditions, including topography, existing native vegetation, and views. Natural areas of the park, including open grasslands and wooded areas, should be preserved. When adding new features simple forms, and natural appearance should be emphasized. New plantings should be added in the park to act as windbreaks, to define subareas of the park, and to provide visual accents. Plant species should be hardy, wind and fire resistant and provide for and enhance wildlife habitats.

Existing wildlife habitats should be preserved and a management plan should be developed to insure their long-term viability.

The existing trail system should be retained and missing linkages completed. Any new development should build on the existing infrastructure including roads and parking areas, the irrigation system and drainage structures, lighting and electrical installations. New recreation areas should serve active, as well as passive, non organized recreation needs. The park should include the following specialized features: a renovated amphitheater, meadows, overlooks, picnic areas, a park office and community center building and a community garden.

POLICY 12

Expand community garden opportunities thoughout the City.

Community gardens are a valuable use of open space in dense urban areas. They improve the quality of life in the city by revitalizing neighborhoods, and stimulating social interaction and neighborhood cooperation. In addition they provide opportunities for recreation and exercize for those who work in the gardens, and provide visual interest to the general public.

There are many existing community gardens in the City. They are located on private property, undeveloped street ROW's and underused (vacant) public property, public parkland, rooftops, etc. Acknowledging the values community gardens have for the City, the Board of Supervisors passed a resolution encouraging a minimum of 100 community gardens to be established in the City by 1996.

City departments should fully cooperate with neighborhood organizations and non-profit organizations, such as the San Francisco League of Urban Gardeners, SLUG, to establish, maintain, and administer community gardens at sites throughout the City. The City should also investigate opportunities to preserve existing gardens, in order to maximize the opportunity for San Franciscans to use, enjoy, and benefit from community gardens.

SHORELINE

OBJECTIVE 3

PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER USES REQUIRING A WATERFRONT LOCATION.

The Pacific Ocean, San Francisco Bay and their respective shorelines are the most important natural resources in San Francisco. Their open space potential is considerable. Together they offer unlimited opportunities for water oriented recreation. They are the pride of San Francisco's views and the source of the city's agreeable climate. Furthermore, most of the property adjacent to the thirty-two mile shoreline is in public ownership. This offers an unparalleled opportunity to provide a variety of open space experiences.

The western and northwestern shoreline should function as a long unbroken stretch of open space; its natural qualities should be preserved and should complement the more urban character of new open spaces along the Bay.

On the northeastern and eastern shoreline the objective is different. Here the challenge is to provide more open space along the Bay and public access to the shoreline while maintaining active maritime and other essential waterfront uses.

Significant progress has been made in opening the shoreline to the public. With the advent of the Golden Gate National Recreation Area the shoreline of the Presidio and Fort Mason have been made available to the public. Sutro Baths has been acquired and Ft. Funston and Lands End have been developed with trails making them more accessible. The creation of the Candlestick Point State Recreation Area in the southeastern corner of the City has added 171 acres and 3 1/2 miles of public shoreline. In the Central Waterfront, Warm Water Cove and Agua Vista Park have been made accessible developed by the Port as mitigation for maritime fill projects. In the northeast waterfront, Pier 7 is to be redeveloped as a public access pier. Planned development of Piers 1-1/2, 3, and 5 will include major public open spaces and public access. Redevelopment plans for the Pier 1 - Ferry Building - Agriculture Building area includes plazas and open space amenities along the waterfront (however, it is not clear whether these plans will be carried out). A 4.8 acre shoreline park is proposed at Rincon Point, and a 6.8 acre public park and small boat harbor are being developed at the base of Second Street as part of the Rincon Point-South Beach Redevelopment project.

Despite this progress, much remains to be done.

Of the 16 miles of shoreline on the eastern shoreline, only about 4.2 miles are publicly accessible. Of the 11.8 miles of shoreline which is not publicly accessible the U.S. Navy owns about three miles, private property owners own about 1-1/2 miles, and the Port owns the balance.

On the western and northwestern shoreline while a significant amount of public open space has already been retained, permanent preservation of a few prime open spaces has not been insured.

POLICY 1

Assure that new development adjacent to the shoreline capitalizes on its unique waterfront location, considers shoreline land use provisions, improves visual and physical access to the water, and conforms with urban design policies.

In order to protect the shoreline and safeguard the public interest in it, the following policies should be applied to new shoreline developments.

Land Use

Priority Land Uses. The most important uses of the shoreline should be those providing substantial long-term public benefits that cannot be provided on other sites within the city. Maritime shipping and freight handling facilities, water-related public recreation and open space, commercial fishing, and water-related industries are included in this category.

Restricted Land Uses. Office, residential, water-related commercial uses such as restaurants, hotels and shops and non water-related industrial uses are appropriate only in the areas designated in this plan or other components of the Master Plan. These uses provide limited public benefits and should be restricted to areas which are not needed for priority uses. Parking accessory to these uses should be in structures or otherwise screened from view. Recreation-oriented commercial services should be permitted where appropriate on land adjacent to open space areas.

Prohibited Land Uses. All developments which do not fall in the previous two categories are not acceptable shoreline land uses. More specifically, industry or commercial uses that are not dependent upon use of the water should not be permitted. Airports and at grade or elevated freeways should not be permitted. Uses such as these should be located away from the shoreline. Parking, unless it is accessory to a permitted use, should not be allowed at or near the waters edge. Finally, all uses which will adversely affect water quality should be prohibited.

Open Space

All new non-maritime developments, on property abutting the shoreline, should provide and maintain on their sites ground level open space, well situated for public access and designed for maximum physical and visual contact with the water. Maritime uses may substitute overlooks or open space on another part of the shoreline if public access is clearly inappropriate because of public safety considerations or significant use conflicts.

The size of the open space provided should directly relate to the size of the new development; the larger the development, the more open space it should provide. Along the water, a generous and well maintained shoreline strip should be reserved to provide public access and accommodate development of a continuous pedestrian and bicycle shoreline trail system, consistent with plans shown on Maps 5-8. A well designed shoreline trail could provide enjoyable visual, educational and recreational experiences for many users. In addition to providing space for pedestrian and bicycle movement, the system should also provide inviting seating areas and viewpoints of waterfront activities.

The types of open space provided in new developments will depend upon the nature of the sites; however, to the extent feasible they should meet the recreational needs of adjacent neighborhoods, especially those deficient in recreation space, and add to the variety of recreational facilities along the entire shoreline.

Urban Design

In urban design terms, new developments should make maximum use of their shoreline locations and complement the shoreline as San Francisco's most important natural resource. More specifically, new developments should:

- Maximize direct physical access to the water;
- Preserve and enhance the natural shoreline, where it exists;
- In windy areas incorporate design features which will make shoreline open spaces more pleasant and usable;
- Avoid shadowing areas of public use;
- Maintain visual access to the water from more distant inland areas by preserving view corridors and lowering the profile of buildings;
- Restrict uncovered parking beyond the seawall (over water) that is visible from adjacent public areas;
- Screen development from view from the shoreline if it will detract from the natural setting of the shoreline;
- Provide ample natural landscaping;
- Meet the more specific design policies and principles in the Urban Design Element and Western, Northeastern, Central Waterfront and South Bayshore Plans of the Master Plan.

These policies governing land use, open space and urban design should be applied to new non-maritime developments within the Shoreline Zone designated in this plan. They should be applied to maritime uses only to the extent they are comfortable with the nature and operation of the Maritime facilities.

The Shoreline Zone covers the city's entire shoreline but varies in the degree to which it extends inland depending on the quantity of existing open space and public recreation facilities in the area, the pattern of land ownership, and on the amount of new development anticipated. For the most part, development at the water's edge is of primary concern. There may be developments further inland, however, which affect physical and visual con-

tact with the water or affect the use of the shoreline for open space. Shoreline policies on open space and urban design should be applied to these developments as well.

In locations where major new public open space areas are to be established, active and passive recreation should be the major use. Some limited commercial recreation uses may be integrated with the open space area, subject to the following conditions:

- The proposed use should be directly related to waterfront recreation activity and compatible with the primary function of the recreation area;
- Development should be designed to preserve view corridors and create open views to the water and provide usable open space accessible to the general public free of charge;
- Development should be in a concentrated area and strictly limited in coverage to result in a small-scale, pedestrian-oriented facility that adds interest, variety, and amenity to recreational use of the shoreline;
- Land should be retained in public ownership.

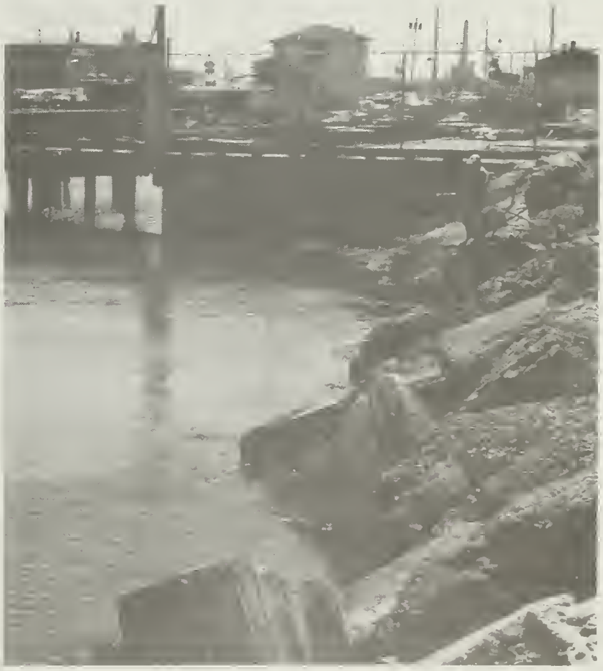
POLICY 2

Maintain and improve the quality of existing shoreline open space.

Most of San Francisco's shoreline open spaces are located on the headlands and on the western and northern shorelines. For the most part they are now incorporated as part of the Golden Gate National Recreation Area, and administrated by the National Park Service which has made them much more accessible to the public. However, the National Park Service must be adequately funded to assure they are adequately maintained and policed.

Existing open spaces on the northeastern waterfront should be improved to promote increased public use. Simple public improvements such as effective signs, well marked trails, safety features, landscaping and general cleanup are needed to promote greater use of these and other shoreline areas.

The beaches and and tidal flats in the Warm Water Cove, Agua Vista and Mission Rock areas have been dumping grounds for tires, auto parts, concrete slabs, and other debris that limits public use and enjoyment. In addition, severe winter storms have eroded sections of the shoreline. The accumulated debris in these areas should be removed, and the shorelines restored and stabilized. Once the shoreline areas are cleaned up and restored, consistent maintenance should be performed.



Several city agencies, as well as the State and Federal government, provide public open space along the shoreline. Additional coordination and cooperation between agencies could result in more consistent maintenance and result in increased public use and enjoyment. Plans for improvements and renovation should also be coordinated by the affected agencies.

POLICY 3

Create a trail around the perimeter of the City which links open space along the shoreline and provides for maximum waterfront access.

A safe, continuous shoreline trail should be developed linking all waterfront open spaces from Ft. Funston to Candlestick Park. The trail should have continuous waterfront access unless the shoreline location clearly conflicts with active maritime use. At these locations, the trail should be routed inland around the maritime activity and then linked up with the shoreline.

The trail should be designed to provide amenity along the waterfront by installing trees and vegetation that can thrive in the marine environment. Sturdy paving and well designed street furniture should be installed in appropriate locations and design elements employed to provide scale, frame views of the ocean and Bay, and create a consistent and distinctive shoreline trail. Existing underutilized open spaces on the eastern and northeastern waterfront should be improved for public use and enjoyment as part of the shoreline trail development.

The trail should provide for pedestrian and bicycle movement. The trail should use consistent design elements, maintain visual continuity along the waterfront and create a variety of water-edge experiences. The trail should also encourage fishing and other active water-oriented recreational uses along appropriate areas of the shoreline. This may be achieved by installing and maintaining water taps, and basins to facilitate cutting bait and cleaning fish. From China Basin to Aquatic Park, the pedestrian system should be supplemented with a recreation oriented shoreline transit system that will facilitate public access along the waterfront.

Water Taxi Service

At some point in the development of the shoreline the potential to establish a water taxi service between shoreline parks should be investigated. Such a service could provide a desirable transportation service as well as another recreational amenity.

POLICY 4

Create a visually and physically accessible urban waterfront along the Embarcadero corridor between Fisherman's Wharf and China Basin.

The Embarcadero Corridor has the potential to become one of the world's great public waterfronts. However, two massive physical barriers stand between the city and the water's edge. One consists of the bulkhead buildings which were built in the nineteen-teens to accommodate the breakbulk cargo handling methods of the day but which now act as a wall between the City and the Bay. The other consists of the double deck concrete freeway structure erected in the 1950's between Broadway on the north and Folsom on the south.

Many of the bulkhead structures are attractive and some of them should remain because of their visual and historic interest, others should be narrowed or removed to open up visual and physical access to the water. Removal of the bulkhead buildings and installation of a pedestrian promenade between the Agriculture Building and Pier 24 has opened up views of the bay and the Bay Bridge and in a very real sense returned that part of the shoreline to the city. Selective removal of bulkhead buildings elsewhere along the Embarcadero corridor can have the same result. Those bulkhead structures that do remain can be visually opened up so they can be seen through and around and public access can be provided through, around and behind them.

The voters have rejected an opportunity to demolish the elevated freeway. As long as the structure remains, steps should be taken to make the structure less of an obstacle. The area under the structure between Mission and Washington is currently occupied by surface parking lots and a seldom used rail track. The parking should be eliminated or reduced and reorganized and the roadway and tracks should be realigned, with as much of the alignment under the freeway structure as is feasible. This would make it possible to enlarge Justin Herman Plaza, create a wider bay side promenade, and provide more area for landscaping. More trees and vines should be planted to screen the concrete structure and sound barriers or baffles should be installed to reduce the noise from the traffic overhead. The portions of the two stub

ends of the freeway structure which were installed in anticipation that the elevated freeway would be completed along the waterfront and are not now being used, should be removed.

The pedestrian promenade should be extended the full length of the Embarcadero and the proposals for creation of open space areas and for open space improvements, as outlined for the northeastern shoreline in Policy 5 below should be undertaken.

POLICY 5

Provide new public open spaces along the shoreline.

The City cannot meet all its shoreline recreation potential simply by improving existing public open spaces and by applying the guidelines governing new development. Certainly, shoreline access in private developments and places to fish or view port operations will help realize the shoreline's recreation potential. But some new larger public open spaces are also needed.

Acquisition of new shoreline open space on the northeastern and eastern edge of the City should be given high priority. This is the area most deficient in shoreline open space. It also has the most potential for meeting the recreation needs of neighborhoods in the eastern half of the City. The Recreation and Park Department should work closely with the Port of San Francisco and Redevelopment Agency to provide new parks, and provide additional recreational opportunities and public access along the Bay Shoreline.

Active recreational uses should be promoted along portions of the waterfront. These could include, but not be limited to, water oriented uses such as shoreline fishing, swimming, and boating. New shoreline park land and public open space should be acquired and/or developed. In addition, existing underutilized open space on the Bay Shoreline that is not now in maritime use, or planned for such use, should be identified for public access improvements.

Although the Bay shoreline should have priority for new public parks, a few parcels on the western shoreline should also be acquired or preserved for public open space.

More specific policies for open space development at specific locations along the shoreline appear below.

WESTERN SHORELINE*

Olympic Country Club

Retain as open space. If private golf course use is discontinued, acquire for public recreation and open space, if feasible. If not, cluster permitted development in order to preserve major portions of the area as publicly accessible open space. Maintain trails in the bluff area west of Skyline Boulevard and encourage granting an easement of this area by the property owner to the National Park Service as part of the Golden Gate National Recreation Area (GGNRA).

Fort Funston (GGNRA)

Maximize the natural qualities of Fort Funston. Develop recreational uses which will have only minimal effect on the natural environment. Support creation and continued development of an environmental education center. Permit continued use of existing hang glider decks, and picnic areas.

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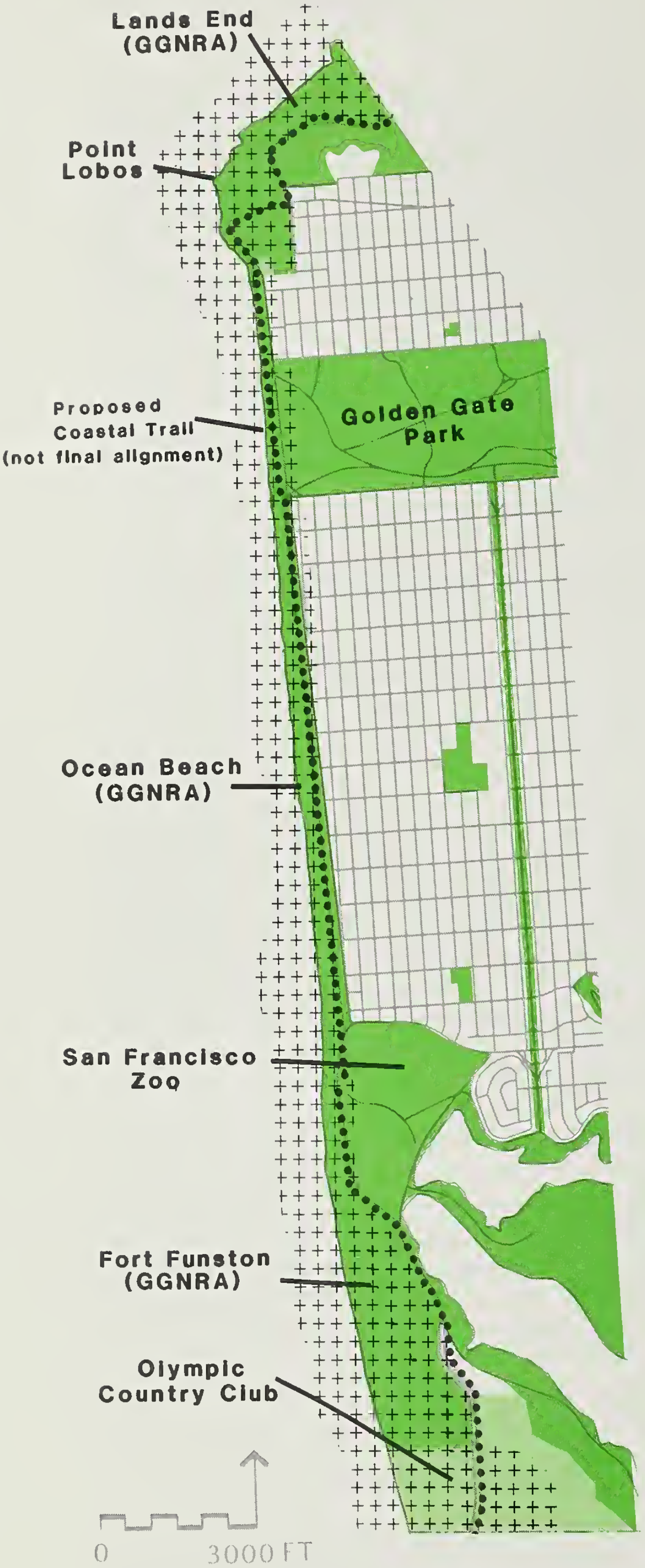
*The **Western Shoreline Plan,** which is part of the Master **Plan,** is the City's plan for the Local Coastal Zone established by the California Coastal Commission. This plan includes objectives and policies pertaining to open space in the area covered by the plan (see Map 5). A summary of these provisions is included here. The **Western Shoreline Plan** should be consulted for details.


Lands End
(GGNRA)
Point
Lobos
Proposed
Coastal Trail
(not final alignment)
Golden Gate
Park
Ocean Beach
(GGNRA)
San Francisco
Zoo
Fort Funston
(GGNRA)
Olympic
Country Club
0
3000 FT

Map 5

WESTERN SHORELINE PLAN

SHORELINE ZONE

+++ All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE

🟩 Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

▨ Provide New Open Space Along The Shoreline

••••• Proposed Shoreline Trail

Great Highway

Develop the entire Great Highway right-of-way from Sloat Boulevard north to Pt. Lobos as a recreational parkway. Emphasize slow pleasure traffic and safe pedestrian access to the beach. Create and maintain bicycle, pedestrian and equestrian trails along the corridor and link them to Golden Gate Park and regional coastal trail systems. When a new seawall is constructed, extend the pedestrian promenade and provide convenient beach access stairs at regular intervals.

Design the seawall, promenade, and beach access system to afford maximum protection to the dune ecosystem. Provide safe access to Ocean Beach by installing signalized crosswalks which are well lit after dark. Provide and maintain trail linkages between Golden Gate Park and Sutro Heights park by creating a landscaped recreational corridor adjacent to the former Playland-at-the-Beach site. Where possible, create new playgrounds for adjacent neighborhoods.

Ocean Beach (GGNRA)

Continue as natural beach area for public recreation. Improve and stabilize sand dunes where necessary with natural materials to control erosion.

Golden Gate Park

Strengthen the visual connection and physical access between the park and the beach. Improve the western end of the park for public recreation and when possible eliminate the sewer treatment facilities. Extend the reforestation program, which has been established to replace dead and dying trees at the windbreak along the ocean, throughout the park to ensure vigorous forest tree growth and maintain high visual quality. Emphasize the naturalistic landscape qualities existing at the western portion of the park, and encourage increased visitor use in the area. (Golden Gate Park is more fully discussed in the Citywide System section, policy 11.)

Seal Rocks (GGNRA)

Maintain Seal Rocks in public ownership and protect the marine wildlife habitat.

Cliff House-Sutro Baths (GGNRA)

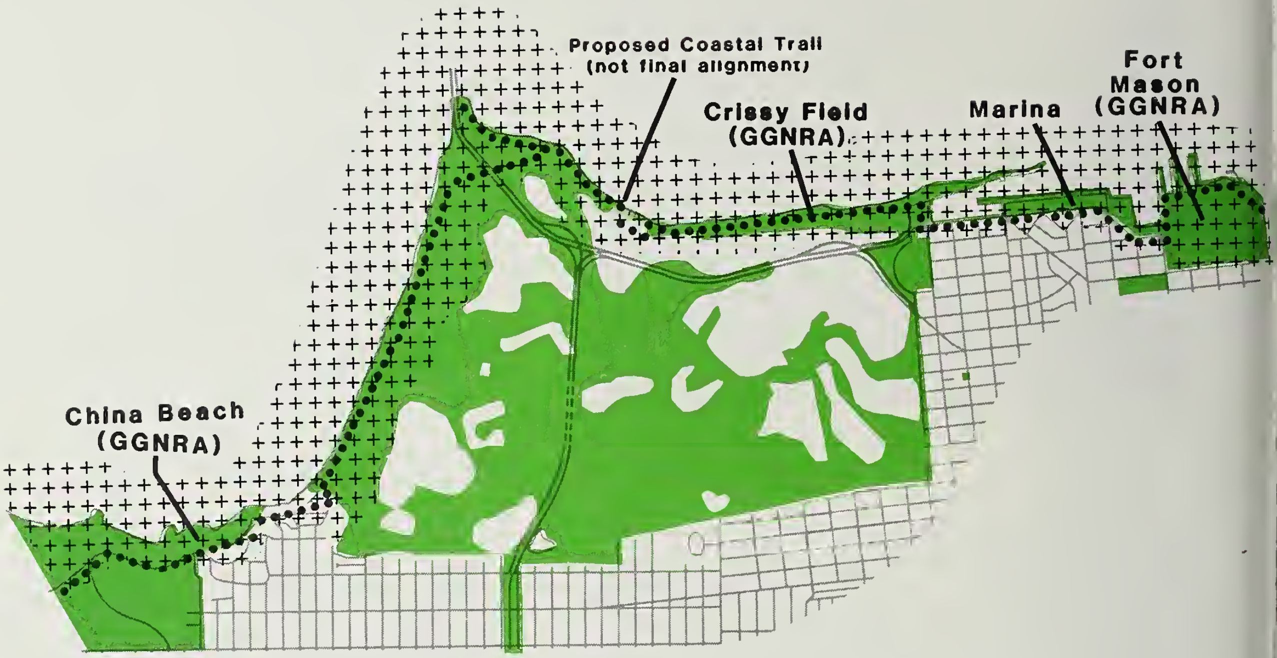
Develop the Cliff House-Sutro Baths area as a nature-oriented shoreline park. Permit limited commercial recreation uses if public ownership is maintained and control development to preserve the natural character of the site. Selectively develop historic bath ruins with stairs, walkways and ramps, seating and landscape improvements to permit increased public use and enjoyment.

Sutro Heights Park (GGNRA)

Continue use as park and preserve historic and natural features. Restore selected landscape elements and improve overlooks. Protect the natural bluffs. Keep the hillside undeveloped in order to protect the hilltop landform, and maintain views to and from the park. Acquire the former Playland-at-the-Beach site north of Balboa if funds become available.

East and West Fort Miley (GGNRA)

Develop public open space area for continued recreational use and preserve natural and historic features in conjunction with the Golden Gate National Recreation Area. Maintain picnic areas and create an historic interpretive center and facilities for day camp use. Fort Miley Veterans Administration hospital parking should be provided on the hospital grounds.


Proposed Coastal Trail
(not final alignment)
Fort Mason (GGNRA)
Crissy Field (GGNRA)
Marina
China Beach (GGNRA)

Note: For the Presidio see Map 3

NORTHWESTERN SHORELINE PLAN

Map 6

SHORELINE ZONE

⊞ All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE

🟩 Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

▨ Provide New Open Space Along The Shoreline

••••• Proposed Shoreline Trail

NORTHWESTERN SHORELINE

Lincoln Park

Continue to provide public recreation facilities in areas that have already been developed. Maintain the remainder of the park as naturalistic open space. Limit improvements to those necessary to ensure access and adequate public safety. Take measures to control erosion where it is a problem and to restore bluff land-forms to a stable naturalistic condition.

China Beach (GGNRA)

Facilitate continued use for ocean swimming and as a public recreation area.

The Presidio Shoreline (GGNRA)

Provide, maintain and identify with appropriate signage, a continuous shoreline trail from the southwest edge of the Presidio (Seacliff) to its eastern end in the Marina.

Attractively maintain the significant open space on each side of the Golden Gate Bridge toll plaza. Provide for recreational access through the Golden Gate Bridge Highway and Transportation District's staging and maintenance areas.

Develop the Crissy Field area to permit more intensive recreational uses without significantly altering the character of its open landscape. Enhance existing beach and lawn areas to accommodate varied active and passive recreational uses, and enhance views of the Golden Gate. Integrate the landscaping, design, development and use of the portion of Crissy Field under jurisdiction of the US Army with the portion managed by the National Park Service. Reduce the profile of any development near the National Recreation Area so that it may be screened from view from the shoreline.

The Presidio is more fully discussed in the Citywide System section, Policy 5.

Marina—Presidio to Gashouse Cove

Maintain the quality and character of the Marina Green. Enhance public access to boat marinas consistent with reasonable marina privacy.

Fort Mason (GGNRA)

Protect natural vegetation and marine wildlife habitat at the northeast portion of the site. Maintain the existing cultural center in renovated pier and warehouse structures, and use for educational and cultural facilities and activities. Encourage continued programming of special events and activities. Introduce landscaping in parking area. Develop the Burton Memorial amphitheater. Preserve historic gardens and adapt historic buildings to community uses as current use is discontinued and structures are made available by the U.S. Army.

NORTHEASTERN SHORELINE*

Alcatraz (GGNRA)

Maintain as public open space for recreational use. Preserve historic structures and gardens and provide interpretive exhibits describing the island's history. Remove non-historic structures and develop landscaped areas to increase public use and enjoyment. Protect bird and marine wildlife habitats.

Aquatic Park-Hyde Street Pier (GGNRA)

Repair and maintain municipal Pier. Encourage continued use of the basin for swimming. Maintain and enhance public access to the swim clubs. Expand public recreation opportunities, including passive and active water-oriented recreation. Add new seating, paving, and street furniture to landscaped areas, and use landscape features that enhance and emphasize the historic maritime character of the area. Provide space for an expanded collection of historic vessels at the Hyde Street pier in a manner that will not impact continued use of the basin for swimming.

Fish Alley

Maintain the existing authentic character of Fish Alley north of and parallel to Jefferson Street, which supports a viable commercial fish handling and distribution

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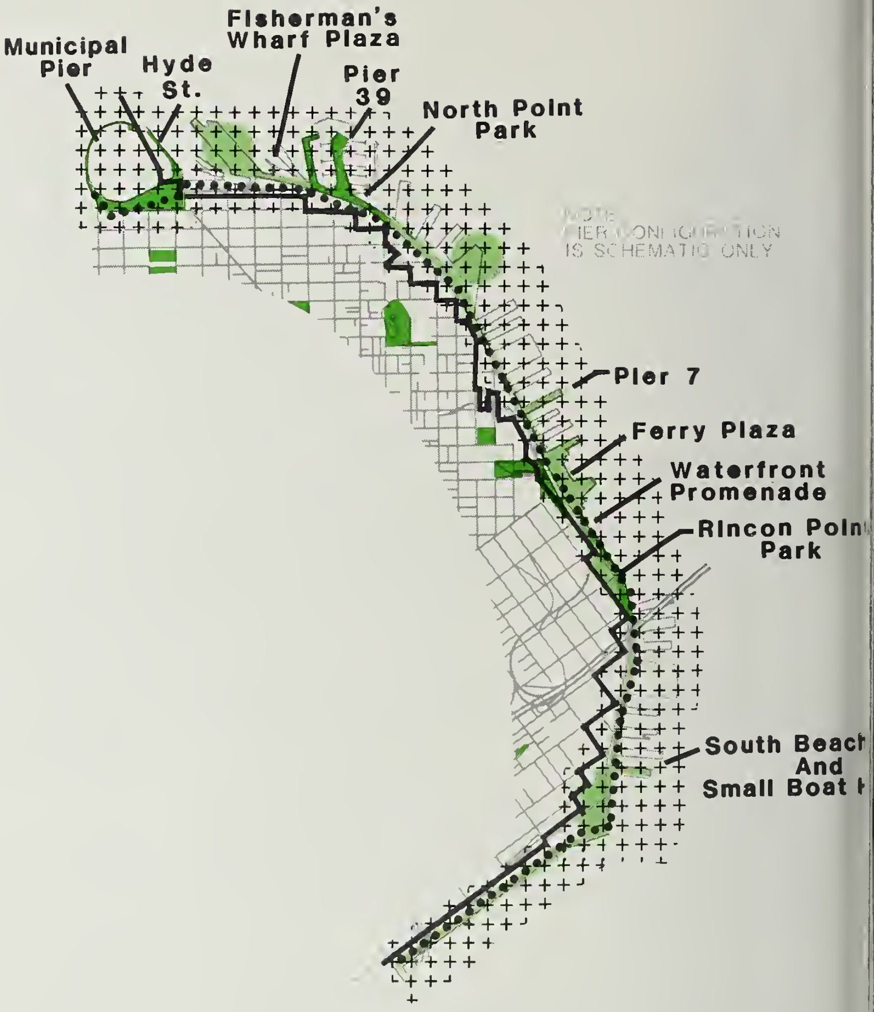
*The **Northeastern Waterfront Plan,** which is part of the MasterPlan, includes objectives and policies pertaining to open space for the area it covers (see Map 7). A summary of these provisions is included here. The **Northeastern Water front Plan** should be consulted for details.


Municipal Pier
Hyde St.
Fisherman's Wharf Plaza
Pier 39
North Point Park
NOTE PIER CONFIGURATION IS SCHEMATIC ONLY
Pier 7
Ferry Plaza
Waterfront Promenade
Rincon Poin
Park
South Beach
And
Small Boat

NORTHEASTERN SHORELINE PLAN

Map 7

SHORELINE ZONE

▦ All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE

🟩 Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

🟩 Provide New Open Space Along The Shoreline

● Provide New Open Space In The General Vicinity

••••• Proposed Shoreline Trail

—— Port Jurisdiction

industry. Improve public access along the wharves, where compatible with concerns for public safety and fishing operations. Maintain and improve view corridors from public rights of way into fish handling areas, the outer lagoon, open waters of the Bay, and back to the City. Provide a maritime oriented plaza and widen sidewalks to accommodate heavy pedestrian use. Create an open plaza adjacent to Wharf J-3.

If a fish hall is developed, construct a second level walkway on the western side of the rebuilt Hyde Street pier with overlooks at the end of the pier and into the fish hall. Because of the fish handling activities along Hyde Street pier and Fish Alley, do not provide a pedestrian promenade along the shoreline between Hyde and Jones Street. Rather continue the promenade along the north side of Jefferson Street. Widen the sidewalks to accommodate the high volumes of pedestrian traffic, and deal with the problem created by the existing buildings which encroach on the sidewalk area.

Pier 45

Provide public access where consistent with the potential use of the pier for commercial fish handling, vessel support and/or mixed commercial and public assembly. uses. Seek to create a continuous pedestrian promenade at or near the perimeter of the pier with wind protection, providing outlooks to the Bay.

Fisherman's Wharf Plaza

Develop a public plaza on all or a significant portion of that part of the seawall lot bounded by Jefferson, Taylor, and the Embarcadero which does not already contain structures.

Piers 9-35

Overlook areas between piers should be improved with attractive areas for sitting, fishing, and viewing maritime activities wherever they can be provided without interference with Port operations. Visual access to the water should not be restricted by trash containers or storage of non-cargo materials at overlook areas. If and when all or a portion of the area between these piers and the Embarcadero is released from maritime use, emphasize development of major open spaces.

To the extent that it is compatible with continued active maritime use of the piers, allow portions of the existing wind protected pier apron between Pier 31 and 33 to be used for public access. Provide seating and maximize physical and visual access to the water in a manner that will not interfere with the existing and continued maritime use of the area.

Extend the pedestrian promenade north from the Ferry Building along the Embarcadero. Provide maximum access along the water's edge.

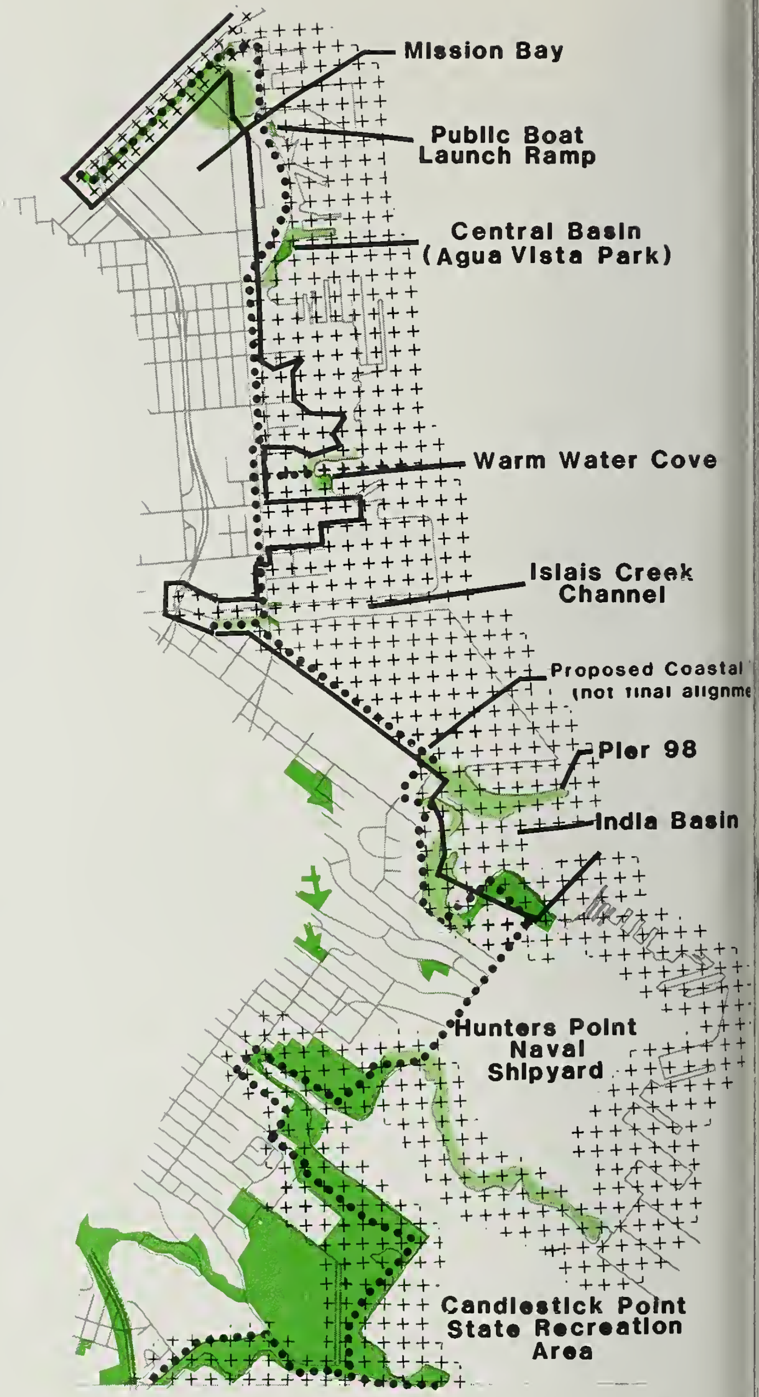
Improve the Embarcadero between Northpoint Street and Broadway as an attractive landscaped roadway, an exclusive transit right-of-way, bicycle lanes, and a separate access roadway to the pier areas. Should the separate access roadway be determined to be unnecessary, develop the access area as a linear park similar to the park between Pier 35 and Pier 41.

Pier 7

Develop Pier 7 as a public open space pier. Construct a new pier, with adequate seating, providing restroom facilities in the pier's vicinity. Uses of the pier should include fishing, pedestrian circulation, environmental education exhibits, and other appropriate uses.

Pier 1-1/2, 3, 5

In conjunction with redevelopment of Piers 1-1/2, 3, and 5, create a plaza of approximately one half acre at the


Mission Bay
Public Boat Launch Ramp
Central Basin (Agua Vista Park)
Warm Water Cove
Islais Creek Channel
Proposed Coastal
(not final alignme
Pier 98
India Basin
Hunters Point Naval Shipyard
Candlestick Point State Recreation Area

Map 8
EASTERN SHORELINE PLAN

SHORELINE ZONE

⊞ All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE

🟩 Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

🟩 Provide New Open Space Along The Shoreline

● Provide New Open Space In The General Vicinity

••••• Proposed Shoreline Trail

—— Port Jurisdiction

eastern end of the pier. Develop a small public plaza between Piers 3 and 5 with seating and landscape material. Provide public access along the perimeter of Pier 3 and around the bulkhead buildings.

Ferry Plaza

Improve the visual and physical connection between the city and the Bay. Reinforce recreational use of the Ferry Building area as terminus of Market Street and terminal for commuter and recreational ferry boats. Remove the elevated Embarcadero Freeway and existing surface parking, and realign the Embarcadero roadway, creating a plaza that creates a strong urban design setting for the Ferry Building as the terminus of Market Street.

Improve physical access to the waterfront by creating major linked landscaped open spaces at Pier 1, on the existing BART platform, and at the Agriculture building. Provide a mixture of commercial and noncommercial marine oriented recreation opportunities.

Rincon Point

Create a new four to five acre public park at Rincon Point at the Base of Folsom Street abutting the seawall and pedestrian promenade by rerouting the Embarcadero to Stewart Street between Howard and Harrison Streets. Orient the park to the Bay and provide large grassy open areas, hard surfaces, and a mixture of facilities to meet the recreation preferences of nearby residents and downtown office workers.

South Beach Small Boat Harbor and Park

Create a new six or seven acre public park and small boat marina east of the Embarcadero Roadway. Provide broad lawn areas and landscaped grounds. Remove piers 42, 44, 46a and portions of Pier 40, creating a sheltered small boat harbor that can accommodate 700 boats. Include a public boat launching ramp in the development if possible.

Redevelop pier 40 to provide facilities required for the small boat harbor, and provide public access for viewing, fishing, and other activities along the pier. Include provision for a bicycle trail and pedestrian promenade linking open space along the waterfront, as well as the recreation oriented public transit line that is being considered for the waterfront. The greatest portion of the park should be a gently sloping well landscaped lawn area designed to accommodate individuals and coordinated group activity, and permit a variety of recreational opportunities.

EASTERN SHORELINE*

The eastern shoreline, shown in Map 8, is one part of the waterfront likely to experience significant change in the years ahead. It can provide the space for expanding working Port and maritime facilities, and for new and expanded public open spaces and public access along the water's edge. Redevelopment of the Eastern Shoreline should be balanced so that adequate space is planned for public open space as well as for expanded port and maritime use.

Mission Bay

A plan for Mission Bay area is being prepared. Provision for public access to the shoreline and adequate parks and public open space to meet the needs of residents, workers and visitors will be important considerations in the planning process. The following policies from the 1973 Recreation and Open Space Element apply to the area. They will be revised, as appropriate, as part of the planning of Mission Bay:

China Basin Channel

- Provide approximately nine acres of new recreation areas for the public along the channel shore line. The recreation areas should be clearly marked and conveniently accessible to the public. Channel waterfront development should increase the oppor tunities for public access to the water's edge with a maximum interface of land and water.

- In the future the area south of the channel may be converted to a large, multiple-use development. Should this happen, the channel should play a major role in the new development and a new plan for the

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*The **Central Waterfront Plan,** which is part of the **Master Plan,** includes objectives and policies pertaining to open space. A summary of these provisions is included here. The **Central Waterfront Plan** should be consulted for details.

channel as a recreation asset should be undertaken. Shoreline designated for open space should be stabilized with bank reconstruction, running piers or quays. In the interim the channel area's special amenities should be preserved and priority given to incremental development that will be compatible with long-range objectives for the shoreline.

Mission Rock Public Boat Ramp

- Permit maximum recreational use of existing public boat ramp in conjunction with Port activity. Stabilize the shoreline as required. Provide informational signing to encourage maximum recreational use of the existing area. Retain the public boat ramp, and regrade and landscape the area to promote increased public use and enjoyment. As opportunities arise, enlarge the area along the shoreline for public access.
- If development of port facilities require use of this site and alteration of the existing open space, replace the Pier 54 public boat ramp with equivalent or enhanced facilities elsewhere on the eastern shoreline. Provide adequate parking designed to serve vehicles with boat trailers.

Central Basin—Agua Vista Park

Maintain and expand Agua Vista park. Allow some fill, using materials such as beach sand, if necessary for public recreation. Plant and maintain landscape materials suitable for the waterfront setting. Provide additional informational signing, and seating areas, to encourage additional use.

As opportunities arise, expand the area into a major public waterfront park. Give priority to development of large waterside areas for beach, park and picnic facilities with continuous, safe public access.

In the event it is determined that this area is needed for Port maritime expansion provide comparable open space elsewhere on the eastern shoreline.

Warm Water Cove

Improve the park site and cove shoreline along the Bay east of Louisiana Street with shoreline fishing as the primary recreation use. Any fill placed at or adjacent to the cove should retain and enhance the natural and man-made factors that make the cove desirable for fishing. These factors include maximum open water and circulation into and out of the cove to prevent stagnation. Create a more interesting park landscape by regrading the site to maximize Bay views, and improve the soil as required to permit more vigorous vegetation growth and install marine tolerant plant species.

As opportunities arise, expand parkland to include a waterfront picnic area west of Maryland Street. Continue to provide public access to the cove from Twenty Fourth Street and improve visibility of the park from the street. Provide a consistent level of maintenance for landscaped and developed areas. As opportunities arise, extend the park to the north bank of the channel along the shoreline in front of the PG & E facility. When and if that facility is deactivated, give priority to expanding the public open space along the shoreline.

In the event it is determined that this area is needed for Port maritime expansion, provide comparable open space somewhere else on the eastern shoreline.

Islais Creek

Continue to provide well defined public access to the banks of Islais Creek at the Third Street bridge. Contingent upon development of a train trestle along the channel, construct a broad public access boardwalk along Islais Creek that provides areas for fishing and public enjoyment. Maintain and enhance view corridors along Islais Creek to the Bay.

Pier 98

Pier 98 is a narrow eleven-acre spit of land extending about 2,400 feet into the Bay at India Basin and consists primarily of fill placed there for a new Bay bridge, the Southern Crossing, that was once proposed for the site. Consistent with the Port's needs for a portion of the area to support maritime terminal operations, make the Pier south of Jennings Street available for public shoreline access. Include a trail system, seating and picnic tables, and wildlife observation areas. Maintain support of the a significant seasonal shorebird and wildlife population and restore and enhance marsh and tidal mudflats.

India Basin

Retain existing privately operated boat maintenance and repair yard uses. Give priority to development of marine oriented industrial and commercial recreation on property inland of the shoreline. Acquire and develop the mapped area as a continuous waterfront park. Permit development of a small boat marina with related facilities, including a public boat launch facility. Provide well-marked pedestrian and bicycle trails. Create grassy picnic areas and reserve vistapoints with good views over the Bay and to the downtown area. Investigate potential to reintroduce marsh and mudflats to restore these habitats for native flora and fauna.

Hunters Point Naval Shipyard

Seek ways to increase public access to the shipyard without interfering with maritime use. Encourage construction of new naval housing near the north gate entrance. Shoreline access could be provided along the South Basin extending east from the Candlestick Point State Recreation Area. A trail connecting India Basin and Candlestick Point could be provided along Earl Street through the Naval Shipyard site to link up with the City shoreline trail.

Candlestick Point

Encourage and facilitate implementation of the master plan for development of the 171 acre Candlestick Point State Recreation Area, which extends from the County line north to Shafter Avenue along the Bay shoreline.

The State's master plan calls for enhancement of wildlife habitat and development of water-oriented as well as other active and passive recreational uses. The natural marsh is to be restored near the mudflats at the north end of the park. Native trees, shrubs, and ground cover are to be planted in upland areas throughout the park to recreate the indigenous vegetation of the Bay region. The plan calls for construction of an interpretive center to promote environmental education. The plan also calls for creation of an island off-shore to provide a resting place for migratory birds. Another passive recreation area is planned at the southeast end of the park at 'Sunrise Point' has been installed. The plan calls for construction of hiking trails throughout the park.

Jogging trails will link up with an exercise concourse. A separate network of bicycle trails will connect the various activity centers of the park, and skirt the Bay shoreline. The plan also calls for development of a community garden center, picnic areas, a campground with facilities for overnight group camping, fishing piers and swimming beaches and a community cultural and recreation center.

The plan provides for development of a number of water oriented uses. A marina complex is planned with space for a ferry landing and concessions, slips for permanent as well as day-time boat tieup. The marina would include a lagoon for sailboats and other non-powered craft as well as a restaurant and snack bar.

Bayview Hill

Improve and expand Bayview Park. Make it more accessible to the public for recrational purposes by providing better vehicular and pedestrian access. As private development occurs along the periphery, orient that development in ways that will activate the park.

NEIGHBORHOODS

OBJECTIVE 4

PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

Every neighborhood should be served by adequate public open space and recreation facilities. Neighborhood parks and recreation facilities are essential; many people are unable to use citywide facilities if they are not located nearby. This is especially important for the very young and for the elderly whose mobility is limited.

High land costs and a shortage of vacant sites restrict opportunities to provide new open space in many neighborhoods. For this reason, it is important that the city maximize use of existing facilities. Making the best use of parks and recreation areas can help offset the limited opportunities to create new ones and can bring the most immediate improvement in services to San Francisco neighborhoods.

This section has general policies for neighborhood open space and recreation. More detailed plans for neighborhood open space are included in Special Area Plans which have, or will be adopted as part of the Master Plan. The general policies in this Element are applied in the preparation of the Special Area Plans, and more specific recreation and open space proposals are developed. The more specific proposals may be found in the following plans: Western Shoreline, Central Waterfront, Northeastern Waterfront, Chinatown, The Downtown, Rincon Hill, and South Bayshore.

POLICY 1

Make better use of existing facilities.

All public open space and recreation facilities should be adequately maintained and staffed so that they can meet standards which ensure maximum use. Such standards should specify optimal levels of staff, safety, maintenance, coordination and information. Other relevant factors and the exact levels of adequacy for each standard should be determined by the Recreation and Park Department.

Staff

All recreation facilities should be adequately staffed to carry out needed recreation programs and services. Proper supervision and leadership are one of the best means of ensuring maximum use of facilities. In all neighborhoods, diversified recreation programs should be offered, hours of operation should be sufficient to meet the neighborhood needs, and facilities and equipment should be well maintained and supervised. This cannot be accomplished unless adequate staffing is provided.

Supervisors and instructors should be trained and qualified in recreation and should be responsive to the particular neighborhood to which they are assigned.

Safety

Recreation facilities should be designed and protected to ensure safety. Lack of safety seriously inhibits full use of existing facilities. Large parks, and even some small spaces, present special problems of personal safety. Methods of ensuring safety in the parks without destroying the features which make them pleasant environments should continue to be developed.

Vandalism of park property is a serious problem which obviously decreases the extent to which existing facilities can be used. Several factors contribute to this problem including a shortage of equipment and inadequate supervision. The Recreation and Park Department should be provided with the resources it needs to improve safety and eliminate vandalism in problem areas.

Maintenance and Capital Improvements

Neighborhood parks as well as citywide facilities require regular maintenance in order to carry out effective recreation programs and permit maximum public use and enjoyment. The City's operating budget must provide the necessary resources for the city-owned open spaces to ensure a high level of maintenance if neighborhood needs are to be met by intensified use of existing facilities. Frequency of maintenance and the extent of capital improvements should relate directly to intensity of use. For example, low cost, efficient maintenance techniques could be used in parks and open spaces that are relatively undeveloped.

When new city parks are acquired and developed, they create demand for additional annual operations and maintenance funds. Some of this demand may be met through use of existing staff and equipment. However, additional qualified staff may be required in order to maintain new parks and provide optimal recreation services.

A comprehensive program to assess capital improvements needed in existing parks and recreation facilities, as well as for proposed new parks and open space should be developed. Certain facilities may require replacement or extensive renovation at regular intervals; this is the case with a majority of playground structures and equipment. Given the limitation of available capital improvement funds for renovation, the sequence in which improvements are made should be identified, giving priority to those areas which have the fewest parks and facilities, and where renovation would permit increased public use. Maintenance and capital improvements are further discussed in the section on renovation, neighborhood policy 2.

Access

Easy, safe and convenient access should be provided to all recreation facilities. In some cases, nearby parks are not accessible to potential users, particularly to the elderly and small children because access to them would be dangerous or inconvenient.

Distance itself is an obstacle to the use of recreation facilities. In San Francisco topography imposes special problems. In some areas, open spaces have smaller service areas because of the increased difficulty of traversing steep slopes to reach them. Specific standards should be developed to improve access through better design, special public transportation and other means.

Information

Public knowledge of recreation opportunities should also be increased. To encourage participation in recreational programs and use of available facilities, information regarding recreation programs should be widely distributed to neighborhood residents. Information should give a comprehensive view of recreational opportunity in the neighborhood, including activities sponsored by public, private, private nonprofit, and semi-private agencies.

An effective system of distributing information should be developed. In those neighborhoods where there is a language barrier, special attention should be given to translating information into the language of the community.

POLICY 2

Maximize joint use of other properties and facilities.

Many City departments, including the Port, DPW, MUNI and Water departments, own land and facilities which, although originally acquired or developed for nonrecreational purposes, have become important city-wide and neighborhood recreational resources. Because of the growing importance of recreation and the increasing demand for recreational space and facilities in and around San Francisco, recreational uses should be developed in conjunction with other primary uses on many of these sites. Departments other than the Recreation and Park Department, therefore, should be increasingly involved in public recreation.

Streets, alleys and undeveloped rights-of-way throughout San Francisco should be looked to for development of small outdoor open spaces for the elderly and for young children. These kinds of spaces are an important resource common to all high need neighborhoods. Streets and alleys should be considered as opportunities for providing useful recreation space which, with the installation of sitting areas and planting, can significantly improve a neighborhood at little cost to the City.

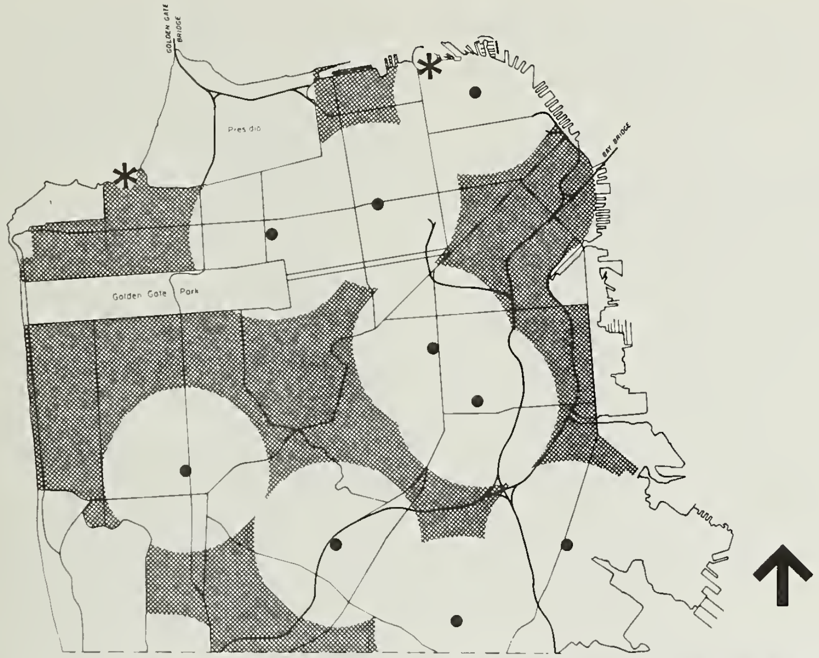

GOLDEN GATE BRIDGE
Presidio
Golden Gate Park
BAY BRIDGE

Figure 1 LOCATION OF PUBLIC SWIMMING POOLS & BEACHES

● Recreation And Park Department Swimming Pool

✱ Swimming Beach

▨ Area More Than 1 Mile From Pool

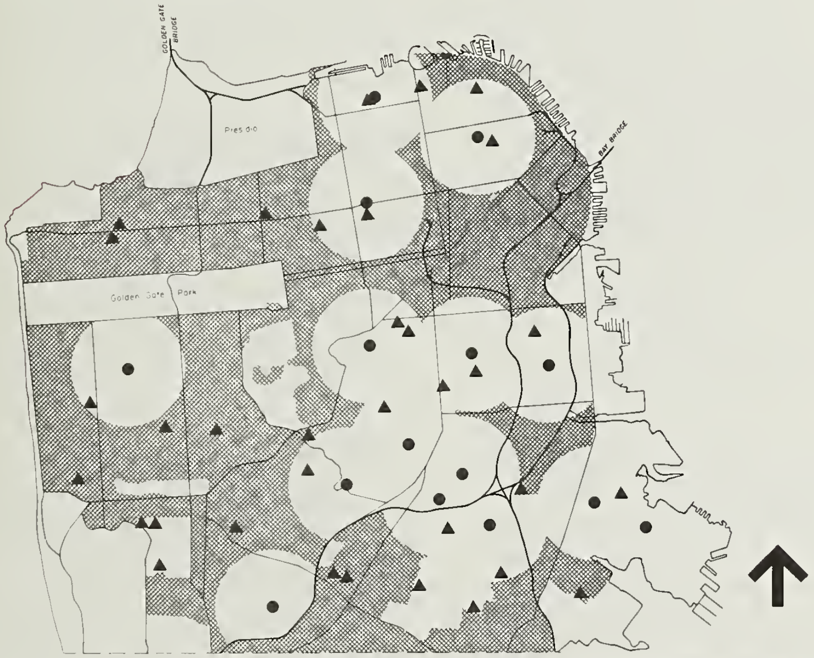

GOLDEN GATE BRIDGE
Presidio
Golden Gate Park
BAY BRIDGE

Figure 2 LOCATION OF PUBLIC GYMS & RECREATION CENTERS

● Recreation & Park Department Gym Or Recreation Center

▨ Area More Than 3/4 Mile From Rec & Park Dept. Gym Or Rec.Center

▲ S.F. Unified School District School Site With Gym
Propose Greater Coordination To Permit More Community Use

Unused rights-of-way and other unused public land can be used as community gardens, providing recreation and amenities for the surrounding neighborhood.

School yards, gymnasiums, auditoriums should be used to their fullest extent as recreation resources. The Board of Education now uses Recreation and Park Department pools and sports fields on a scheduled basis. Similarly, several properties under the jurisdiction of the Board of Education, including the Bessie Charmichael school playground, have been made available for public use on a limited basis. Increased coordination could result in making more recreational facilities and open space available to the public without duplicating costly facilities. This would be particularly desirable in areas that are not served by existing community recreation facilities, athletic fields, or gymnasiums. These areas are shown in Figure 2.

Joint Use of School Gyms and Play Areas

A renewed cooperative effort is now underway between the San Francisco Unified School District and the San Francisco Recreation and Park Department. Under this effort, the Recreation and Park Department provides supervised recreation after school hours at a number of selected Unified School District gyms and schoolyards. This program should be augmented, especially in areas with a high number of school-age children who have limited after-school access to existing Recreation and Park Department gyms and recreations centers, or other available recreation programs.

POLICY 3

Renovate and renew the City's parks and recreation facilities.

Many parks and facilities have been in continuous public service for decades without having been restored or renovated. Many parks and recreation facilities require complete or partial restoration of infrastructure, as well as landscape elements and plantings. Recreation buildings, landscape features, as well as play equipment also require restoration.

Some parks and recreation facilities have been developed with a single user group in mind, or have been developed with specific facilities or landscape features that make them more attractive to one or two groups and not all potential users within the service area. In other instances, open space needs have changed over time because of residential population shifts. When parks and recreation facilities no longer meet the needs of the surrounding neighborhood, they should be considered candidates for renovation in order make necessary improvements.

In the years ahead, major ongoing efforts will need to be continued to assess the renovation needs of parks and recreation facilities and to restore them. Once renovated, parks and recreation facilities that are now marginally useful may support increased use.

The Open Space Acquisition and Park Renovation Fund has been a major resource of funds for renovation. However, renovation will be an ongoing priority and will outlive the current life of the fund, which terminates in 1989 by the terms of the charter amendment which created it. The fund should be extended or another appropriate program created so that funding is not interrupted.

POLICY 4

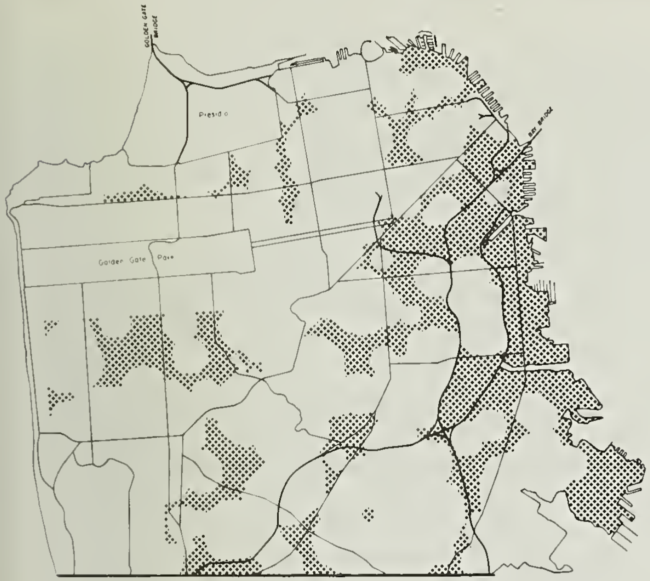
Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.

While most of the City is well served by public open space, there are some areas that are deficient. The deficiency may be due to one or more of the following factors.

1. The area may be outside the service area of existing open space. These areas are shown on Map 2, and in Figure 3.

2. Although within the service area of an existing public open space, the area's population may exceed the capacity of the public open space to accommodate it. These high density residential areas are shown in Figure 4.

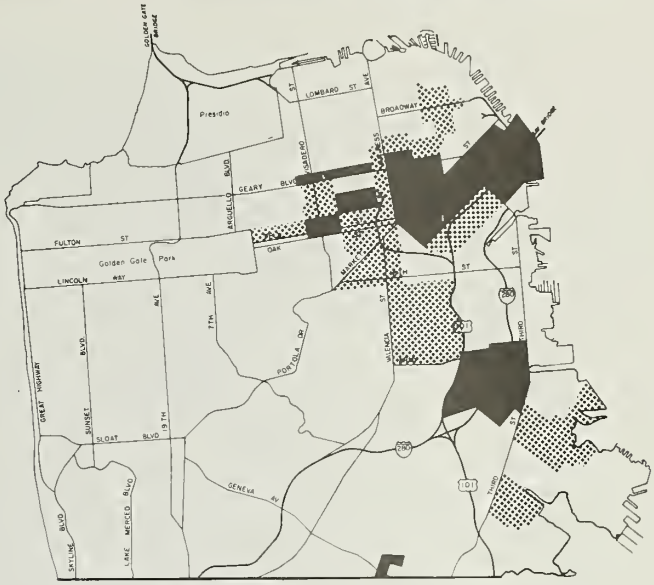
3. The facilities provided in the existing public open space may not correspond well with the needs of the surrounding neighborhood. Renovation of existing public open spaces may help correct this deficiency.


GOLDEN GATE BRIDGE
Presidio
Golden Gate Park
BAY BRIDGE

Source: 1980 Census

Figure 3
SERVICE AREAS

▒ Areas Not Served By Public Open Space (See Citywide Section)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Golden Gate Park
LINCOLN WAY
7TH AVE
PORTOLA DR
GREAT HIGHWAY
SUNSET BLVD
SLOAT BLVD
19TH
GENEVA AV
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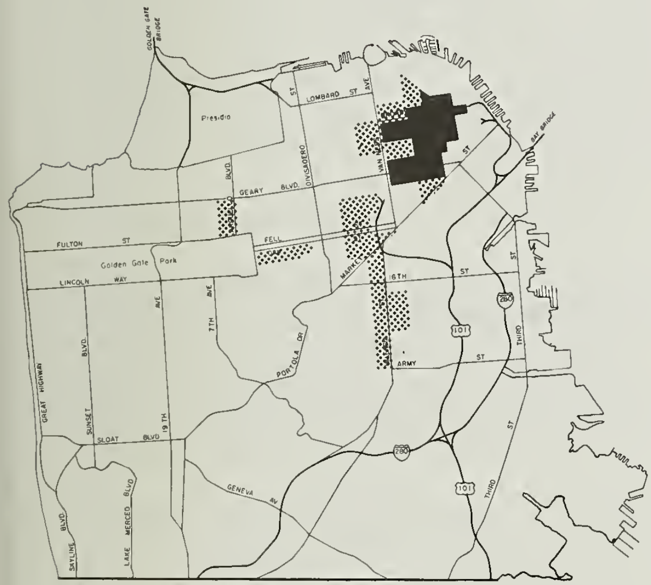
THIRD ST
SKYLINE BLVD
LAKE MERCED BLVD

Source: 1980 Census

Figure 5
LOW HOUSEHOLD INCOME

▒ Low .5–.79 City Median
■ Lower 0 –.49 City Median
City Median Income : $15,930)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ARMY ST
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PORTOLA DR
GREAT HIGHWAY
SUNSET BLVD
SLOAT BLVD
19TH
GENEVA AV
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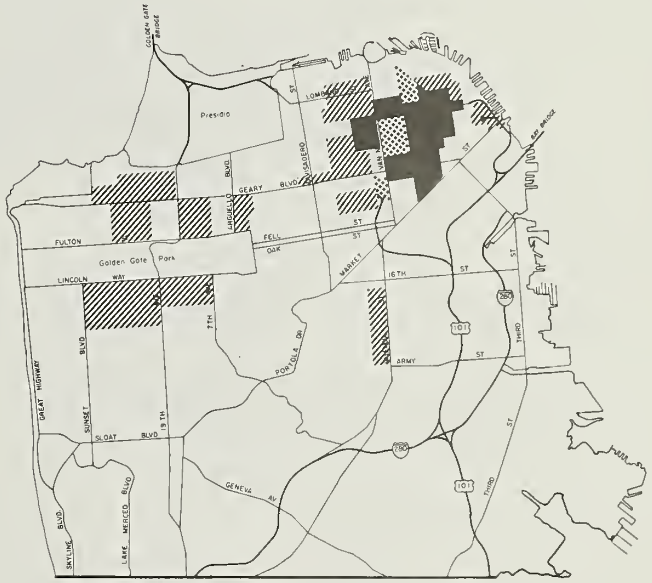
THIRD ST
SKYLINE BLVD
LAKE MERCED BLVD

Source: 1980 Census

Figure 4
HIGH RESIDENTIAL DENSITY
(PERSONS PER NET ACRE)

▒ High 75–125 Persons
■ Higher >125 Persons
(Citywide: 28.38 Persons)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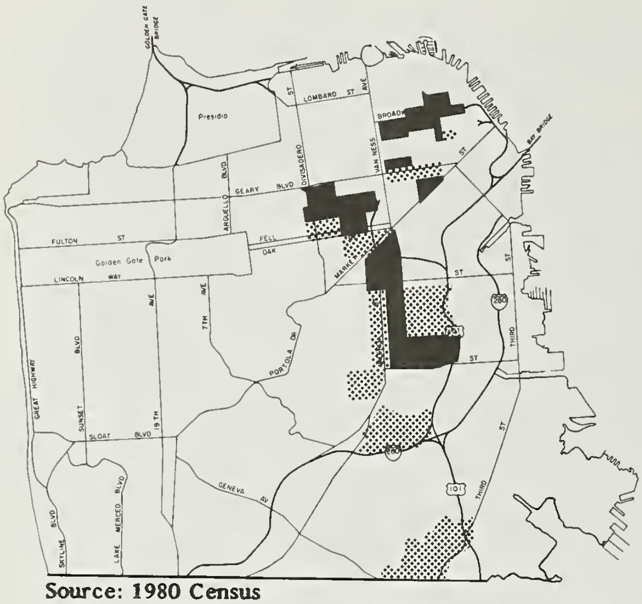
PORTOLA DR
GREAT HIGHWAY
SUNSET BLVD
SLOAT BLVD
19TH
GENEVA AV
280
101
THIRD ST
SKYLINE BLVD
LAKE MERCED BLVD

Source: 1980 Census

Figure 6
HIGH DENSITY, SENIOR CITIZENS
(PEOPLE OVER 65 PER NET ACRE)

▨ Moderate 9–11 Seniors
▒ High 12–15 Seniors
■ Higher ≥ 15 Seniors
(City Median : 6.2 Seniors)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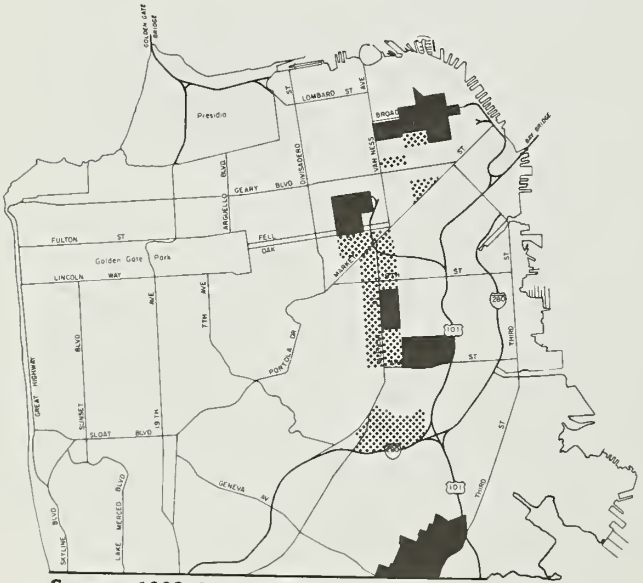
SUNSET BLVD
GREAT HIGHWAY
SLOAT BLVD
PORTOLA DR
GENEVA AV
SKYLINE BLVD
LAKE MERCED BLVD
THIRD ST
280
101

Source: 1980 Census

Figure 7
HIGH DENSITY,CHILDREN UNDER 5
(PER NET ACRE)

▨ High 3.4–4.3
■ Higher > 4.4
(City Median: 1.72)


GOLDEN GATE BRIDGE
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GREAT HIGHWAY
SLOAT BLVD
PORTOLA DR
GENEVA AV
SKYLINE BLVD
LAKE MERCED BLVD
THIRD ST
280
101

Source: 1980 Census

Figure 8
HIGH DENSITY, CHILDREN 6-12
(PER NET ACRE)

▨ High 6-7.6
■ Higher > 7.7
(City Median: 3.06)

All deficiencies do not warrant immediate attention, although in the long term they should be addressed. Some of the deficient areas may be well served by private open space, as is the case with some low density residential districts. Residents in some deficient areas may have a high level of mobility and be able to travel to reach more distant parks and open space. Still other areas, such as the low intensity industrial areas of the City, may have very low user populations.

On the other hand, open space deficiencies may be exacerbated by the limited social and economic and demographic characteristics of the area's residents.

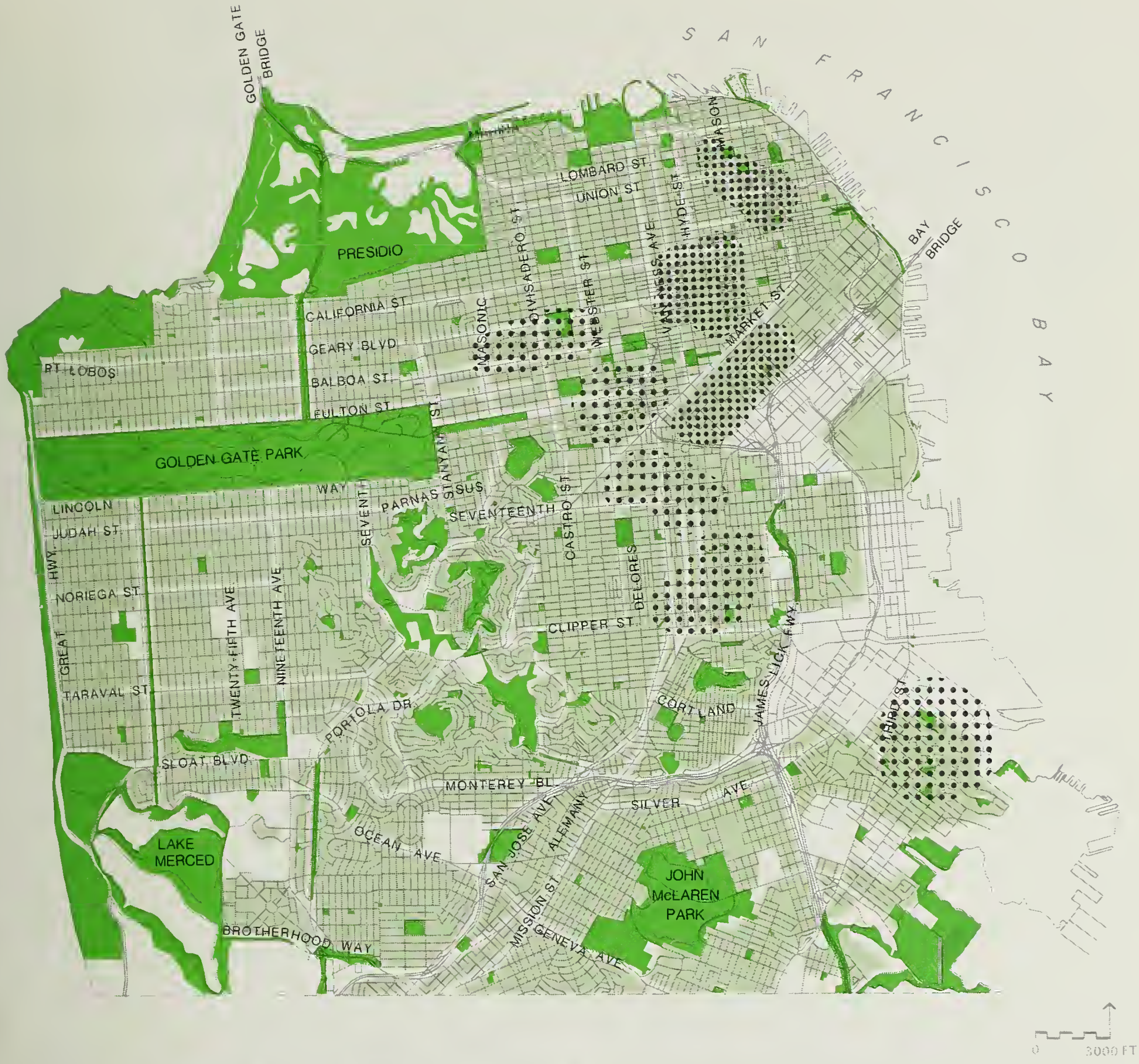
In the improvement of neighborhood open space throughout the City, priority should be given to areas with the highest needs and the greatest deficiencies in parks and recreation facilities, and programs. These are generally the more densely populated, older areas of the City where low-income, minor group populations are concentrated, where there are large numbers of children and elderly people, and where people have less mobility and financial resources to seek recreation outside of their neighborhood.

Figure 3 identifies areas that are not within existing service areas of existing public open space. Figure 4 shows areas with deficiencies based on high population density. Figures 5 through 8 show areas with a high percentage of low income residents, and areas where a large number of young children and senior citizens live. The areas of the City which should have the highest priority for creating new open space, and making recreation improvements are shown in summary Map 9.

These factors should be used by the Open Space/Park Renovation Citizens Advisory Committee in evaluating proposals for funding from the Open Space Acquisition and Park Renovation Fund. They should also be used in assessing the needs of specific neighborhood as individual neighborhood plans are prepared in the future.

These factors may change over time. As this occurs priorities should be shifted accordingly.

In all cases where new public open spaces are being considered, their precise location should be determined by such factors as proximity to population concentrations, neighborhood need, topography, ease of access, visibility and the desirability of the property for open space use.


GOLDEN GATE BRIDGE
SAN FRANCISCO BAY
PACIFIC OCEAN
PRESIDIO
LOMBARD ST
UNION ST
MASON
HYDE ST
VAN NESS AVE
WEBSTER ST
DIVISADERO ST
MASONIC
CALIFORNIA ST
GEARY BLVD
BALBOA ST
FULTON ST
PT LOBOS
GOLDEN GATE PARK
BAY BRIDGE
MARKET ST
STANYAN ST
WAY
PARNASSUS
SEVENTEENTH
CASTRO ST
DOLORES
SEVENTH
LINCOLN
JUDAH ST
GREAT HWY
NORIEGA ST
TARAVAL ST
TWENTY-FIFTH AVE
NINETEENTH AVE
CLIPPER ST
PORTOLA DR
CORTLAND
JAMES LICK FWY
THIRD ST
SLOAT BLVD
MONTEREY BL
SILVER AVE
OCEAN AVE
SAN JOSE AVE
ALEMANY
MISSION ST
GENEVA AVE
LAKE MERCED
JOHN McLAREN PARK
BROTHERHOOD WAY
0
3000 FT

NEIGHBORHOOD RECREATION & OPEN SPACE IMPROVEMENT PRIORITY PLAN

Map 9

🟩 PUBLIC RECREATION & OPEN SPACE
Make Better Use of Existing Neighborhood
Open Space & Facilities

░ PROTECTED AREA
Improve Street Space for Recreation
and Landscaping where Possible

HIGH NEED AREAS

⠿ Give Highest Priority for New Parks
and Recreation Improvements

⁘ Give Priority for New Parks
and Recreation Improvements

Note:
Because of the scale of this map
it is not possible to show precise
boundaries or exceptionally
small open spaces.

POLICY 5

Require private usable outdoor open space in new residential development.

In order to improve living conditions in each residential building and the quality of environment in San Francisco as a whole, the City should continue require that all new residential development provide usable outdoor open space. This space need not be accessible to the general public; rather it should be designed primarily to serve the residents of the development in which it is located.

The amount of open space provided should increase with the size and density of the development. In lower density districts this open space can generally be provided in the form of a required ground level rear yard, or front and side yard setbacks. In higher density residential development, some of the required open space could appropriately be common usable space, provided in building courtyards at grade level, as well as at terrace, and rooftop level locations. Common open space should be available at no cost to all building residents. Balconies can also provide some usable outdoor space directly accessible to dwelling units. Recreation facilities developed in residential developments should be selected to meet the primary recreational needs and preferences of the residents.

In some cases, factors such as topography, wind or sun access may make open space in the form of decks or solaria or atriums open to the sun and air more useful than ground level back yards. These open space alternatives should be encouraged only where they will not diminish light and air to adjacent properties or views. The guidelines in Figure 9 should be used to guide the design of various kinds of residential open space.

POLICY 6

Assure the provision of adequate public open space to serve new residential development.

Several areas throughout the City may experience substantial new housing development in the future. A number of such areas are shown on Map 1 of the Residence Element. Some areas are already somewhat residential in character and provide opportunities for infill housing. Some of these areas are served by existing park and recreation facilities and may not require additional facilities, even with increased residential density. In other areas, new public open space will be needed and should be included as part of the plan for the area.

Some other housing opportunity areas are under-utilized, 0redominantly industrial areas which could be redeveloped and provide sites for a significant number of new dwelling units. While the lack of public open space has not been a problem while the areas remained low-intensity industrial areas, these areas will require new neighborhood parks and recreation facilities if they are converted to high density residential areas.

A major open space or several smaller sub-neighbohood serving open spaces should be provided if such open space is not currently located nearby. Much of the needed open space may be achieved by requiring private sector action. However, direct public involvement may be necessary to ensure that adequate public open space is reserved, acquired and developed where it is most desirable.

The acreage of new neighborhood serving parkland and open space should be related to the size of the potential population and the availability of other nearby open space. As plans are made to redevelop these districts into high density residential areas, they should include adequate provision of neighborhood-serving open spaces. In areas proposed for infill housing, sub-neighborhood level parks may be needed, because existing parks there will serve more people and get more intensive use. In these cases, open space sites should be identified, acquired, and developed to serve the new residents.

Major new residential development should be required to provide open space accessible to the general public. This will compensate for the pressure the increased population will put on existing public facilities.

The requirement of providing publicly accessible open space could be satisfied in a number of ways. Land on a site that is suitable for recreation purposes could be improved and maintained by the developer and made available to the general public. Such land could also be dedicated to the City, with a fee to cover development costs or with the land improved by the developer prior to dedication. Alternatively, the developer could pay a fee in-lieu of land dedication based on the fair market value of the land that would be required for land acquisition, plus development costs. The City would use the funds to provide the open space at some other location.

Figure 9 RESIDENTIAL OPEN SPACE GUIDELINES

TYPES OF OPEN SPACE	Private Open Space		Common Usable Open Space				
	Patios, front yards, back yards	Balconies	Play areas for Preschoolers	Play Areas for School Children	Places for Young Adults	Adult facilities	Open Space for the Seniors
PRIMARY USERS	All ages	All ages	Preschoolers	School Children	Young Adults	Adults	Seniors
NEED	The need for private open space is prevalent. The value of private open space lies in its privacy and the control that people can exercise over it.	The majority of residents consider balconies a desirable feature of the residential unit. Balconies represent an important extension of the living space into the outdoors.	Preschoolers need to play in viewing and calling distance of the supervising adults.	Children of this age group need to socialize and engage in activities with other children. They need to develop coordination and motor skills. Opportunity should be given to realize all facets of play: social, motor, fantasy imitation, and contact with natural or nature-like elements.	Teenagers need informal gathering places to socialize with their peers in the vicinity of their homes where they can watch "the action" and where they can be seen.	Relative to other age groups adults use residential open space least. Still, they need places to sit, relax, sunbathe, spend time with their families and/or residents and pursue activities of physical fitness.	Older people need places to sit, meet other people and actively or passively take part in outdoor activities.
DESIGN ELEMENTS Location, Orientation, Site Design	Locate private open space on the east-south or west side of the residential units	Preferably orient balconies to the south or west-side; make them accessible from the main room of the dwelling unit.	Place tot-lots in viewing and and calling distance of respective residential units.	Locate play areas for school children where they disturb residential units least	Locate teenage areas at the periphery of the housing development, on street corners or intersection of major pathways, where foot and automobile traffic are passing by. Orient teenage facility towards convenience store or favorite coffee shop.	Provide several spatially defined sitting areas of varying character through out the residential development.	Place several sitting areas throughout the residential area; locate at least one near the play area for preschoolers if present.
						Preferably locate spaces at grade; but can also be located at podium levels and roof tops.	
Size	Patios min. 12' X 15' Back yards 200 sq.ft. for singles elderly, 400-450 sq.ft. for families.	Minimum depth 6' Recommended length 12' for family units. Minimum area for single apartments is 55 sq.ft.	Surveys show that at peak periods no more than one third of the children population play in outdoor areas. Therefore dimension play areas to accommodate 1/3 of the total children population at 75 sq.ft. per child.		varies	varies	varies
Enclosure	Establish clear boundaries between private open space and common open space.	Ensure privacy; to achieve this balcony could interlock with the dwelling unit.	Provide security and a sense of enclosure through fencing, planting or change in grade level without blocking the view from and into the area.	Reduce sound through planting, earthen banks, walls or by depressing children's play areas	Provide teenage meeting place defined by walls, ledges, steps of various heights.	varies	Design areas to give a feeling of enclosure.
Facilities, Equipment	Storage closets, water faucets, electric outlets and outdoor lights are desirable.	Provide for flower boxes; equip with electric outlets.	Provide swings (preferably with rubber tires), sandboxes, wading pools, and climbing apparatus scaled down for the age group as well as tables and comfortable benches for supervising adults.	Outfit areas with play equipment such as swings, balancing bars, climbing structures. Make available materials such as wood blocks, boards, sand, rocks, earth, and water.	Desirable facilities: basketball courts table tennis, swimming pool, gym, playfields	Equip some of the sitting areas with barbecues. Other desirable facilities are: jogging paths, tennis courts, softball areas, swimming pools, sauna and health clubs, garden plots.	Provide sitting areas with comfortable benches with back rests, arranged in a fashion to encourage socializing. Provide tables for games, flower beds, garden plots, water fountains.
Surface	varies	varies	Provide hard surfaces for wheel toys and grass for tumbling.	Provide sufficient hard surface areas for.. children's play	Provide paved surfaces as well as lawns and planted areas.		
Sunlight/Wind	Should receive full sunshine for at least 2 hrs. between 10 a.m. and 5 p.m.	Should receive full sunshine for at least 2 hrs. between 10 a.m. and 5 p.m. Protect from wind. Provide for optional shading.	Assure full sunlight throughout the year for the peak periods of play.	Assure full sunlight throughout the year for the peak periods of play.	Assure sunshine, protect from wind.		Protect sitting areas from wind. Provide options of sitting in the sun and filtered shade.
Noise	Shield open space from external noise						

POLICY 7

Provide open space to serve neighborhood commercial districts.

Most neighborhood commercial districts would benefit by improving the streetscape for pedestrians and providing public open space, however small in size, that can be used by shoppers and employees as well as neighborhood residents. Typically, neighborhood commercial districts combine residential and commercial uses and the residential units have little private open space. Street and sidewalk areas, which traditionally perform some public open space function, are heavily used and have many competing uses. Nevertheless, careful planning can produce opportunities to create useful open space. For example in certain areas sidewalks can be widened and seating and landscaping can be provided.

In new development building setbacks from the street, if done in a way that will not adversely affect the continuity of the retail frontage, can provide snippets of useful open space.

New recreational space can also be created in existing development. Rooftops, adjacent properties, and portions of parking areas can often be converted to usable open space areas. This kind of conversion furnishes useful space to a variety of users and should be encouraged by the city whenever possible, just as it is in new developments.

DOWNTOWN

See "OPEN SPACE" Section of the **Downtown Area Plan.**

NO PARKING
8 AM - 10 AM
THURSDAY
27485
14300

TRANSPORTATION

TRANSPORTATION

TRANSPORTATION

TRANSPORTATION

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

SAN FRANCISCO MASTER PLAN

TRANSPORTATION

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

GENERAL

OBJECTIVE 1

MEET THE NEEDS OF ALL RESIDENTS AND VISITORS FOR SAFE, CONVENIENT AND INEXPENSIVE TRAVEL WITHIN SAN FRANCISCO AND BETWEEN THE CITY AND OTHER PARTS OF THE REGION.

POLICY 1

Involve citizens in planning and developing transportation facilities and services, and in further defining objectives and policies as they relate to district plans and specific projects.

POLICY 2

Give priority to public transit as the means of meeting San Francisco's transportation needs, particularly those of commuters.

POLICY 3

Coordinate regional and local transportation systems and provide for interline transit transfers.

POLICY 4

Ensure choices among modes of travel and give priority to each mode when and where it is most appropriate.

POLICY 5

Assure expanded mobility for the disadvantaged.

POLICY 6

Develop a financing system for transportation in which funds may be allocated without unnecessary restriction for priority improvements according to established policies.

POLICY 7

Seek means to reduce peak travel demands.

OBJECTIVE 2

USE THE TRANSPORTATION SYSTEM AS A MEANS FOR GUIDING DEVELOPMENT AND IMPROVING THE ENVIRONMENT.

POLICY 1

Support and strengthen regional efforts toward a city-centered region through development of the regional rapid transit system.

POLICY 2

Use transportation improvements in the city as catalysts for desirable development, and coordinate new facilities with public and private development.

POLICY 3

Reduce pollution and noise.

POLICY 4

Design and locate facilities to preserve the natural landscape and to protect views.

POLICY 5

Organize the transportation system to reinforce community identity, improve linkages among interrelated activities and provide focus for community activities.

POLICY 6

Provide incentives for the use of transit, carpools and vanpools, and reduce the need for new or expanded automobile and automobile parking facilities.

MASS TRANSIT

OBJECTIVE 3

GIVE FIRST PRIORITY TO IMPROVING TRANSIT SERVICE THROUGHOUT THE CITY, PROVIDING A CONVENIENT AND EFFICIENT SYSTEM AS A FEASIBLE ALTERNATIVE TO AUTOMOBILE USE.

POLICY 1

Improve speed of transit travel and service by giving priority to transit vehicles where conflicts with auto traffic occur, and by establishing a transit preferential streets system.

POLICY 2

Intensify overall transit service in the "central area."

POLICY 3

Improve inter-district and intra-district transit service.

POLICY 4

Keep fares low enough to obtain consistently high patronage and encourage more off-peak use.

POLICY 5

Clarify transit routing and establish "transit centers."

POLICY 6

Maintain a taxi service adequate to meet the needs of the city and to keep fares reasonable.

POLICY 7

Consider possibilities for supplementary, privately operated transit services.

POLICY 8

Establish frequent and convenient transit service to major recreational facilities and provide special service for sports, cultural and other heavily attended events.

OBJECTIVE 4

DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM DOWNTOWN AND ALL MAJOR ACTIVITY CENTERS WITHIN THE REGION.

POLICY 1

Build and maintain rapid transit lines from downtown to all suburban corridors and major centers of activity in San Francisco.

POLICY 2

Where significant transit service is provided by buses, bridges and freeways should have exclusive bus lanes.

POLICY 3

Provide transit service from residential areas to major employment centers outside the downtown area.

POLICY 4

Make future rail transit extensions in the city compatible with existing BART or Muni rail lines.

POLICY 5

Continue ferries and other forms of water-based transportation as an alternative mode of travel between San Francisco and the north bay.

VEHICLE CIRCULATION

OBJECTIVE 5

ESTABLISH A THOROUGHFARES SYSTEM IN WHICH THE FUNCTION AND DESIGN OF EACH STREET ARE CONSISTENT WITH THE CHARACTER AND USE OF ADJACENT LAND.

POLICY 1

Divert through automobile and truck traffic from residential neighborhoods onto major and secondary thoroughfares, and limit major thoroughfares to nonresidential streets wherever possible.

POLICY 2

Design streets for a level of traffic that will not cause a detrimental impact on adjacent land uses.

POLICY 3

The existing vehicular capacity of the bridges, highways and freeways entering the city should not be increased and should be reduced where possible.

POLICY 4

Discourage non-recreational and non-local travel in and around parks and along the shoreline recreation areas.

OBJECTIVE 6

PROVIDE FOR CONVENIENT AND SAFE MOVEMENT AMONG DISTRICTS IN THE CITY DURING NORMAL TRAVEL PERIODS.

POLICY 1

Eliminate unnecessary cross traffic conflicts and improve traffic flow along major thoroughfares.

POLICY 2

Promote increased traffic safety, with special attention to hazards that could cause personal injury.

PEDESTRIAN CIRCULATION

OBJECTIVE 7

PROVIDE SAFE AND PLEASANT SPACE FOR PEDESTRIANS.

POLICY 1

Widen sidewalks where intensive commercial, recreational, or institutional activity is present and where residential densities are high.

POLICY 2

Retain streets not required for traffic for pedestrian circulation, open space use, and density controls.

POLICY 3

Ensure convenient and safe pedestrian crossings.

POLICY 4

Partially or wholly close certain streets not required as traffic carriers for pedestrian use or open space.

BICYCLES

OBJECTIVE 8

PROVIDE FOR THE SAFE AND CONVENIENT USE OF THE BICYCLE AS A MEANS OF TRANSPORTATION AND RECREATION.

POLICY 1

Increase the availability of information for commute cycling.

POLICY 2

Expand and improve bikeways in accordance with State standards, incorporating the series of passes between hills that are essential to bike travel.

POLICY 3

Eliminate hazards on designated bikeways and on commute streets.

POLICY 4

Accommodate bicycles on regional transit facilities and important regional transportation links.

POLICY 5

Utilize available bicycle facility funding for projects in San Francisco.

POLICY 6

Prevent bicycle accidents through bicycle safety education and improved traffic enforcement related to bicycle use.

OBJECTIVE 9

PROVIDE SECURE AND CONVENIENT PARKING FACILITIES FOR BICYCLES.

POLICY 1

Include facilities for bicycle users in governmental, commercial and residential developments.

POLICY 2

Provide adequate and secure bicycle parking at transit terminals.

POLICY 3

Emphasize security in bicycle parking design.

CITYWIDE PARKING PLAN

OBJECTIVE 10

ENSURE THAT THE PROVISION OF NEW OR ENLARGED PARKING FACILITIES DOES NOT ADVERSELY AFFECT THE LIVABILITY AND DESIRABILITY OF THE CITY AND ITS VARIOUS NEIGHBORHOODS.

POLICY 1

Assure that new or enlarged parking facilities meet need, locational and design criteria.

POLICY 2

Discourage the proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished pending other development.

POLICY 3

Restrict long term automobile parking at rapid transit stations in the city in favor of development of effective feeder bus service.

POLICY 4

In any large development, allocate a portion of the off-street parking spaces for compact automobiles.

POLICY 5

Make existing and new accessory parking available to the general public for use as short-term or evening parking when not being utilized by the business or institution to which it is accessory.

POLICY 6

Limit parking facilities over the water, and near the water's edge where such parking interferes with public access.

OBJECTIVE 11

CONTAIN AND LESSEN THE TRAFFIC AND PARKING IMPACT OF INSTITUTIONS ON SURROUNDING RESIDENTIAL AREAS.

POLICY 1

Limit the provision of long-term parking facilities at institutions and encourage such institutions to regulate existing facilities to assure use by short-term clients and visitors.

OBJECTIVE 12

RELATE THE AMOUNT OF PARKING IN RESIDENTIAL AREAS TO THE CAPACITY OF THE CITY'S STREET SYSTEM AND LAND USE PATTERNS.

POLICY 1

Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses. Encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.

POLICY 2

Use existing street space to increase residential parking where off-street facilities are inadequate.

POLICY 3

Protect residential neighborhoods from the parking impacts of nearby traffic generators.

OBJECTIVE 13

MEET SHORT-TERM PARKING NEEDS IN NEIGHBORHOOD SHOPPING DISTRICTS CONSISTENT WITH PRESERVATION OF A DESIRABLE ENVIRONMENT FOR PEDESTRIANS AND RESIDENTS.

POLICY 1

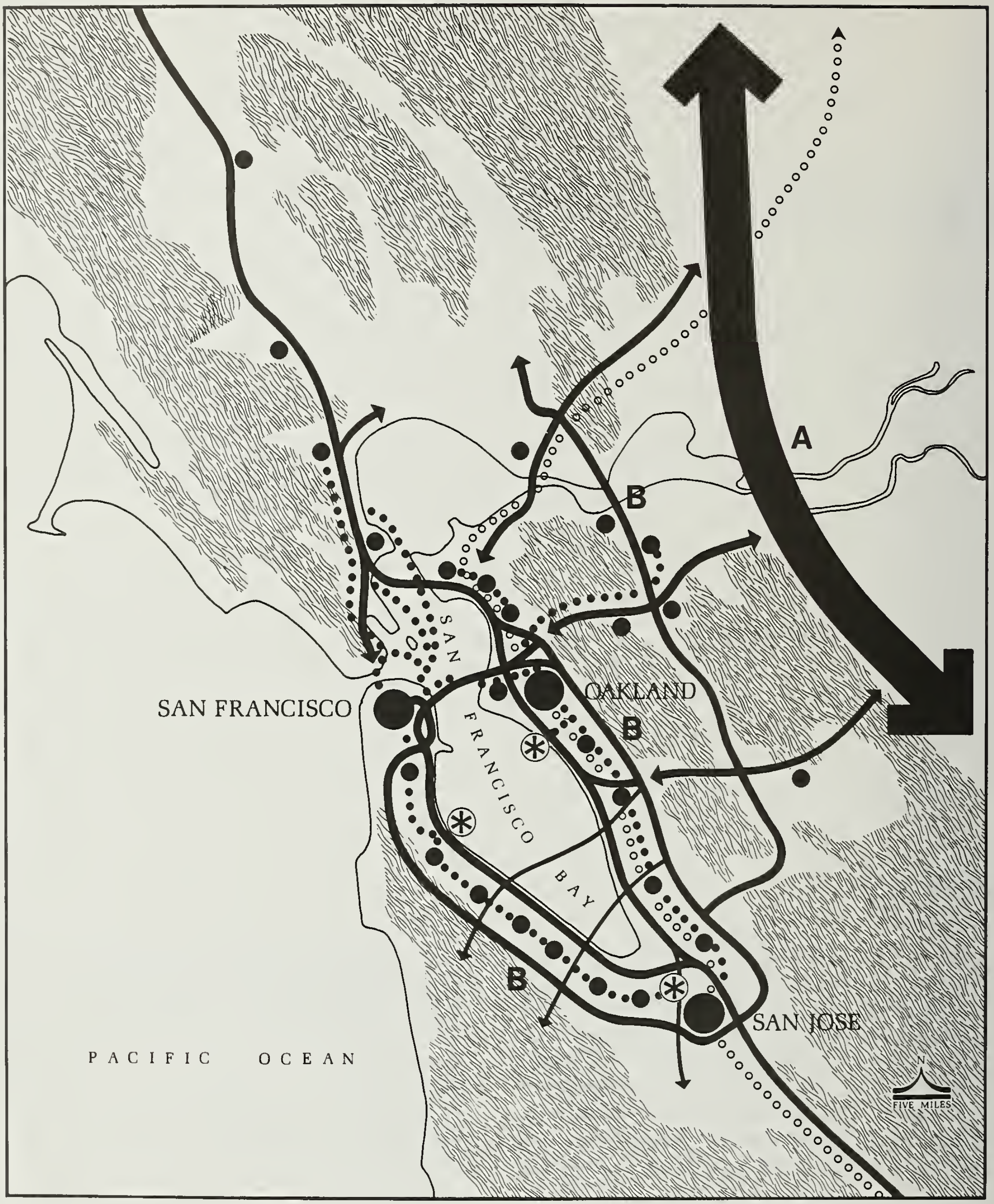
Assure that new neighborhood shopping district parking facilities and other auto-oriented uses meet established guidelines.

TRANSPORTATION

INTRODUCTION

The Plan for Transportation is composed of several sections, each of which deals with an important component of the transportation system. The plan sections are (1) Mass Transit, (2) Vehicle Circulation, (3) Pedestrian Circulation, (4) Bicycles, (5) and Citywide Parking. (The Downtown Plan contains a section on Downtown Transportation.) Each consists of objectives and policies regarding a particular segment of the master transportation system and related maps which describe key physical aspects. Since these modal plans are alternative travel systems which often parallel each other, they must be read together to understand the functions assigned to each and their characteristics. Each must also be understood in relation to the other elements of the Master Plan of the city.

An overall framework for the separate plan components is provided by the statement of General Objectives and Policies for Transportation, which introduces the Plan. The two general objectives are intended to express desirable goals. They may not always be in harmony. For instance, it may not be possible to satisfy all travel needs in the most convenient manner and at the same time maintain a transportation system which preserves and promotes a desirable living and working environment, supports development in the right locations, and is financially reasonable. Each specific proposal or policy in the separate plans might well be seen as a compromise among these overall objectives and policies, based on weighing the advantages, disadvantages and costs of various alternatives.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REGIONAL TRANSPORTATION POLICIES

Map 1

● CITY CENTER

━ MAJOR REGIONAL HIGHWAY

▨ MOUNTAINS

○○○●●●● RAPID TRANSIT Interregional and Regional

⊛ REGIONAL AIRPORT

A Major interregional and interstate automobile and truck movements should occur east of the metropolitan area, on the main spine of the Interstate Highway System.

B Regional highways should provide access among parts of the region, generally on the periphery of city

C Intercity and interregional rail and bus terminals, but not airports, should be located in city centers.

D The regional rapid transit system should provide direct access from city centers to other city centers and to all regional airports.

Fundamental Assumptions

Automobile Travel in the City

The impact of automobile traffic on the San Francisco environment is an undeniable problem. Increasing traffic portends more damage in addition to greater difficulty and inconvenience in traveling by car within the city. A basic assumption of the Transportation Element is that a desirable living environment and a prosperous business environment cannot be maintained if traffic levels continue to increase without limits. Various methods must be used to control and reshape the impact of automobiles on the city and to use other means of transportation to improve the environment.

One method for controlling automobiles is to limit the capacity of streets and highways, especially those entering the city. Some such limits will be necessary to prevent commuter travel from changing the character of many parts of the city and overburdening local streets.

A second method is to improve transit service in order to make it at least as efficient and comfortable as the private auto, both for commuters and for residents with many kinds of trip purposes. While some people ride transit because they have no alternative, others will ride only if transit is the better way to travel. Within San Francisco, fortunately, the Municipal Railway has maintained a higher level of service than most cities. The approach can be made even more positive by "selling" transit with continuously better service to attract more riders. It is an assumption of this Element that the convenience and comfort of transit service will have to be increased sufficiently to attract a larger proportion of total travel within the city.

Another method for controlling the total level of automobile traffic, but the least desirable one, is that of accepting congestion in certain circumstances. Congestion signals to travelers that the system is overloaded and that the particular route or time for travel is not an efficient one. At the same time congestion is an implicit control on traffic volumes because it restricts the number of vehicles which can move through a limited space. No one likes congestion; it involves loss of time, inconvenience and frustration. It may also increase pollution and encourage drivers to use residential streets. On the other hand, when a great many people desire to travel at the same time to the same place, it is unavoidable. (This is also true for transit.) Those who can do so should travel at a different time or to a different place. It is assumed that congestion can never be totally eliminated: the costs — both monetary and environmental — of providing for potential peak traffic flows would be too high. In addition, in some circumstances congestion must be used to restrict total traffic volumes, particularly during interim periods when transit is being improved or where the cost of providing convenient automobile travel is unacceptable.

Another method of restricting the impact of automobile traffic is to confine major movements to certain routes. It is a principle of the Element to do this, while providing for convenient automobile movements where they are necessary or desirable.

Commuter Travel to the City

While the resident labor force is increasing, and expectations are for an increase in the ratio of workers per household, San Francisco's continuing growth in employment is anticipated to result in a continuing growth in commuter travel to the city.

Any increase will require expanded transportation, since existing facilities are strained to capacity during the rush hours. The need to provide greatly expanded facilities poses both environmental and financial problems: growth, like everything else, has its costs. This is true, not merely in the case of transportation, but also for a variety of municipal services.

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It may be that the city can support only a certain level of employment of nonresidents without unacceptable costs, just as available services and facilities can support only a certain residential population if environmental standards are to be maintained. Transportation planning can be used to guide, shape and control growth itself and should therefore relate to the issue of growth. However, the exact effects of growth in terms of costs and benefits and what should be done to prevent undesirable results are not clearly understood at this time. What is a desirable level of employment is difficult to assess; little is known about the consequences either of allowing unlimited expansion or of attempting to limit growth. For this reason a consensus on this issue is difficult to achieve. The Transportation Element will require changes as knowledge of these factors improves and as public agreement on values is more clearly defined.

The assumption of this Element is that, until an optimum employment level is determined, the city should assess each new transportation project on the basis of the ability of the transportation system to accommodate additional commuter travel and the impact on the quality of San Francisco's environment. To this end the Element assumes that all additions to the commuter load as a result of job growth in the city should be accommodated by public transit. Consequently the Element does not recommend new facilities which would increase the number of cars entering the city. Automobiles cannot be the primary means of commuter travel. Even without further growth in demand, increased transit use is required to alleviate the congestion and undesirable side-effects of commuter travel through the city's neighborhoods.

Resident Travel Demand

Information on current citywide resident travel needs and desires is incomplete, although the Department of Public Works has collected substantial data on specific types of travel. Assumptions as to future demands can, however, be generalized. The chief trend will be an increase in the number of trips by individuals for shopping, recreation, entertainment and other travel not related to employment. Rising incomes and increased leisure time will be the basis for growth in non-work travel, as in the past. Most of these trips occur during the non-peak hours with destinations outside downtown and even outside the city, both on weekdays and on weekends. Weekend recreational travel, especially, will continue to grow rapidly. At present from 70 percent to 90 percent of this non-work travel is by automobile. If this pattern continues, as is likely for some time, automobile traffic during the non-peak hours and on weekends will increase faster than during peak hours. Although streets built to peak hour capacities link downtown with districts in the city, the same kind of capacity often does not exist for inter-district traffic. As a result, congestion and lengthy travel times may become more serious for crosstown travel than for travel to downtown. It is doubtful that the use of automobiles to satisfy most or all of this travel demand can be accommodated without unacceptable environmental costs and losses in housing and business space necessitated by street widenings or freeway construction. Public transit must be expanded to accommodate this travel need, in addition to the peak-hour commuter function.

Financing and Technology

No radical change in transportation technology is expected, although improvements taking advantage of existing industrial techniques, as in BART, will occur. The basic requirements of transportation systems, in terms of network organization, space consumption, power sources, and speed, probably will not change. It is still reasonable to plan for systems requiring normal rights-of-way, a choice between private or shared vehicles, electric or gasoline power, and normal terminal and collection-distribution requirements.

In the case of finance, federal and state expenditures have weighted transportation decisions at all levels of government too heavily in favor of automobile transportation. The resulting imbalance must now be corrected.

Even with further assistance from federal and state government, San Francisco will have to finance a large portion of transit improvements itself. In some cases new facilities will be made very expensive by the necessity of below-grade construction to protect the environment. It will be essential to conserve resources by making the best possible use of existing facilities, making the street system serve more functions, making the fullest use of the existing inventory of transit vehicles, and encouraging private enterprise to supplement government action, in the areas of freight delivery systems, ride-sharing, flexible work hours, supplementary transit, public transit financing, pedestrian movement, and parking. It will also be important to assure that nonresidents coming to the city pay their fair share of the costs of facilities provided by the city.

The Role of Government

All levels of government have long been involved in transportation planning and development, but this is especially the case at the local level. The city builds and maintains the streets, operates the transit system, builds parking facilities and runs the port and airport. The reason for government involvement and control is that in a fundamental sense all transportation is public: common facilities must be provided.

A division of transportation responsibilities among governments by level and area is possible, but it is beginning to seem less useful to allocate transportation functions by mode or facility among separate agencies within one level of government. In the Bay Area and in San Francisco there are a multiplicity of agencies responsible for various aspects of transportation operations. In the city, responsibilities are shared by the Public Utilities Commission, the Department of Public Works, the Police Department, the Airports Commission, the Port Commission, the Parking Authority and the Department of City Planning. Each of these agencies not only has some part of the transportation function but also has many other responsibilities. More coordination is required; reorganization and consolidation of transportation functions would be desirable as a part of a general restructuring and streamlining of city government. Coordination of transportation planning with land use planning and development is especially important.

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OBJECTIVES AND POLICIES

GENERAL

OBJECTIVE 1

MEET THE NEEDS OF ALL RESIDENTS AND VISITORS FOR SAFE, CONVENIENT AND INEXPENSIVE TRAVEL WITHIN SAN FRANCISCO AND BETWEEN THE CITY AND OTHER PARTS OF THE REGION.

The city's first responsibility in the planning and operation of its transportation system is to provide the mobility necessary to its residents in pursuing a wide range of opportunities for work, education, recreation and contact with others. The city must also provide for the many persons who come to San Francisco for work and pleasure and who contribute to the life of San Francisco.

Residents and visitors present a formidable array of demands for transportation services and facilities. Since all transportation facilities must by their nature be shared, at least in part, the transportation system can meet each individual's special needs only to a limited extent. A balance must be struck between the ultimate goal of providing convenient travel for all people to their desired destinations and the costs, both monetary and environmental, that such a transportation system might require.

POLICY 1

Involve citizens in planning and developing transportation facilities and services, and in further defining objectives and policies as they relate to district plans and specific projects.

Citizen involvement in all planning is essential. At least three different levels of citizen participation can be recognized in transportation planning. First, citywide participation is required for decisions on citywide problems, policies, and facilities. Almost all major improvements have citywide implications and should be subject to citywide discussion and debate. Second, most citywide facilities have some special impact on a particular part of the city, and therefore on the residents and businesses in that area. Residents should participate actively in the specific design of these facilities, even though some of the basic decisions have been made on a citywide basis. Third, some improvements and changes have only very localized impacts and, in such cases, the residents of the affected area should be more directly involved in planning decisions.

POLICY 2

Give priority to public transit as the means of meeting San Francisco's transportation needs, particularly those of commuters.

In order to maintain a desirable living and business environment in San Francisco, the use of mass transit must assume a high priority to ensure mobility for commuters and residents alike. Mobility is ideally provided by a multimodal system, but where a choice must be made to either provide public transit or accommodate the private automobile, public transit should receive the priority.

Improvements or additions to the city's transportation system should involve investment in permanent mass transit facilities and equipment, and street improvements designed to facilitate transit movements. Street improvements designed to facilitate automobile movement should be limited to those that at minimum expense can ensure safe automobile travel.

POLICY 3

Coordinate regional and local transportation systems and provide for interline transit transfers.

Transportation facilities are interdependent, and efforts should be made to ensure an efficient system by coordination of local and regional efforts. The regional and local transit systems must be closely linked to provide for transfers. Similarly, regional highways and freeways must be integrated with the local street system. Costly mistakes and service redundancies can be avoided by advance planning and agreement among the many agencies involved in transportation planning affecting San Francisco and the Bay Area.

All transit should provide free transfers between routes for travel within the city, although fare increments are justified for travel outside the city by BART, ferry or bus. A transfer arrangement should be made among BART, Muni and other systems to allow for transfers from regional to city systems at a reasonable incremental cost.

POLICY 4

Ensure choices among modes of travel and give priority to each mode when and where it is most appropriate.

San Francisco and the Bay Area have various means of travel: automobile, bus, streetcar, taxi, cable car, ferry, railroad and BART. Walking and bicycling are used by many people. Flying is occasionally used as a means of intra-regional travel. Each mode of travel has special advantages or disadvantages for certain types of trips and for certain origins and destinations. The least costly or most convenient means to satisfy travel demand is not necessarily the best in the context of comprehensive planning: cost or convenience must usually be balanced against effects on the environment and impact on land use and development patterns.

A multimodal transportation system preserves a wider range of choice and satisfies a larger number of people's transportation needs than a single mode. However, there are certain types of trips in the city and region which would favor a single mode: for example, rail rapid transit to serve commuters between the region's three major city centers and the airports. In those instances, priority should be established in accordance with that mode's superiority in satisfying travel needs and other elements of the Master Plan, including housing, recreation and urban design policies.

POLICY 5

Assure expanded mobility for the disadvantaged.

Expansion of opportunities for the poor and the underemployed for work, education and recreation depend to a large extent on the adequacy of the transportation system in serving their needs and on the cost of travel to them. The transportation system must be used in part as a tool for improving the situation of less advantaged residents by providing inexpensive and convenient service to areas of growing employment, as well as to educational institutions, medical services and recreation facilities.

POLICY 6

Develop a financing system for transportation in which funds may be allocated without unnecessary restriction for priority improvements according to established policies.

Federal, state and even local financing available for transportation is generally restricted to certain modes of transportation or to certain kinds of improvements. There are funds earmarked for highway improvements, for rapid transit, and for local streets.

Maintenance and development of a multi-modal transportation system responsive to changing travel demands requires that funds be available for allocation according to the need for specific projects. To maintain flexibility, taxes and funds should not be restricted to a specific type of improvement for long periods of time.

POLICY 7

Seek means to reduce peak travel demands.

Peaking of travel demands during "rush hours" results not only in congested traveling conditions in the morning and evening periods, but in high public costs as well, since it is peak demand that the transportation system is designed to accommodate. Therefore, by spreading work trip arrival and departure times over a longer period the capacity of the system can be used more efficiently. For the city's transit system this means less crowding, shorter loading times, increased reliability of service and ultimately lower operating and capital costs. For the streets and highway system it means less congestion, less automobile emissions and a diminished necessity for high capacity freeways. Administrative devices such as staggering work hours, encouraging shoppers and visitors not to travel during peak hours, altering school hours, and implementing differential bridge tolls would spread the demand over a longer period of time and permit more efficient use of the transportation system.

OBJECTIVE 2

USE THE TRANSPORTATION SYSTEM AS A MEANS FOR GUIDING DEVELOPMENT AND IMPROVING THE ENVIRONMENT.

The use of a transportation system to guide the development and improvement of the city and the region is the necessary counterpart to its function in providing mobility for residents. Mobility is not itself an ultimate goal;

people only travel when there are places to which they want to go and activities in which they want to engage. The transportation system should be used to ensure the preservation or creation of desired activities and facilities. Travel needs cannot be satisfied without consideration of other elements of city life. The modes of transportation used, as well as the location of routes and design of the system, have a large influence on development patterns and the quality of the overall environment. There must be recognition of the system's impact and conscious design and use of transportation improvements to facilitate desirable change and to preserve what is good.

POLICY 1

Support and strengthen regional efforts toward a city-centered region through development of the regional rapid transit system.

The development of an extensive network of rapid rail transit linking the major centers of the region is required if a regional, city-centered plan is to be achieved. Care must be taken to locate routes so that the transit system itself will encourage more intensive growth in existing cities or the development of well-planned new cities. Highways should also be located and designed to avoid encouraging scattered, unplanned patterns of growth.

POLICY 2

Use transportation improvements in the city as catalysts for desirable development, and coordinate new facilities with public and private development.

Major transportation improvements, such as BART stations in San Francisco, may be expected to generate changes in land uses and developments geared to take advantage of the new access provided. Public and private improvements and developments should be coordinated with transportation projects in advance to ensure that advantage is taken of the opportunities afforded. Transportation improvements should be located and designed to support desirable development or services recommended in other elements of the Master Plan. Development should be regulated, however, so that it will be compatible with the areas surrounding new stations.

POLICY 3

Reduce pollution and noise.

Gasoline-powered automobiles and diesel buses pollute the air and generate substantial noise, in comparison with electric vehicles. The city has long been committed to transit powered by electricity, and this commitment has maintained a high level of environmental quality. The use of automobiles for travel and of motor coaches for mass transit must be limited. Technological changes may be forth-coming which will lower pollution. But until they are available the city should extend its commitment to an electrical transit system. Future city programming should work toward noise tolerance ordinances and other noise control actions, both by administrative and operational means. For instance, where it is not feasible to use the existing electric transit vehicles, diesel buses should be replaced by quieter and less polluting transit vehicles. Another example is the placement of stop signs in relation to topography to avoid substantial noise caused by acceleration and deceleration.

POLICY 4

Design and locate facilities to preserve the natural landscape and to protect views.

The Embarcadero Freeway has become for San Franciscans a symbol of insensitivity to the landscape in the design of transportation facilities. Its abrupt termination has become a symbol of San Franciscans' determination to preserve the natural beauty of the city. Care must be taken to ensure that street and transit improvements are made to enhance the beauty of the city and to protect views of the bay, the ocean and the hills.

POLICY 5

Organize the transportation system to reinforce community identity, improve linkages among interrelated activities and provide focus for community activities.

The manner in which the transportation system is organized influences patterns of community association and neighborhood physical identity. Transportation decisions may therefore contribute to or undermine social and environmental stability. Through traffic routes should not split neighborhoods or pose insuperable barriers to movement among them. Street design and location of parking should contribute to the establishment of pedestrian-oriented neighborhood centers where residents may congregate. Major transit routes and specific feeder systems should be located to provide good access to and from neighborhood centers for nearby residents.

POLICY 6

Provide incentives for the use of transit, carpools and vanpools, and reduce the need for new or expanded automobile and automobile parking facilities.

The alternatives to expanding automobile facilities are to make existing facilities serve more people and to use other ways of getting people where they want to go. Single occupancy automobile use is incompatible with the need to conserve energy and land, the need to reduce congestion on thoroughfares and the need to reduce auto emissions. Individuals, government agencies and private businesses have a responsibility to find and use ways to travel other than the single occupant private vehicle.

Actions which make transit more convenient, economical and reliable should continue to be a high priority in San Francisco. For those work trips which cannot conveniently be made by transit, carpooling provides efficient use of private vehicles and should be encouraged.

- Employers should be encouraged to provide incentives for transit use and carpooling by employees. A transit subsidy, such as the provision of a transit "fast-pass", could be an alternative to the provision of free employee parking. Where an employer already has parking spaces available for employees, these spaces could be reserved for those persons who carpool.

- Institutions should be encouraged to pursue transit alternatives for their employees, visitors and users. Access via existing transit is possible for most major institutions and its use should be encouraged by providing information on routes and schedules to all employees and visitors or clients. Where transit is not available or is inadequate, institutions should explore the possibilities of organizing carpools or commuter subscription buses, providing shuttle buses to major transit routes or advocating adjustments in existing Muni or regional transit to better serve the institution.

- City government should encourage efficiencies in the use of the transportation system through cooperation with businesses and institutions and the provision of technical assistance in implementation of such programs. Consideration should be given to providing for the substitution of developer or building owner supplied transit or transit subsidies in lieu of otherwise required parking. The city's taxing power should be used to promote the efficient and appropriate use of the parking supply and to encourage the use of transit and carpooling. For instance, where it is appropriate to promote the use of existing off-street parking spaces for short-term parking, a lower parking tax rate could be imposed on spaces used for less than four hours. Additionally, an in-lieu tax on second and third vehicles might serve to control the number of automobiles in densely populated neighborhoods and encourage the use of transit for work trips.

CRITERIA FOR MASS TRANSIT PRIORITY

Mass transit should be given priority for the following kinds of trips and/or in the described areas:

- For work trips generally within San Francisco and other densely developed parts of the region, especially to all major employment centers.
- For intercity trips between core areas of major cities and for travel to core areas in general.
- For trips occurring generally during periods of high travel demands.
- Where demand for travel between any two or more relatively compact or densely developed areas is high.
- In areas where large numbers of people with limited means or low automobile ownership reside.
- Where travel demand exceeds the capacity of an area to absorb more vehicular traffic without substantial environmental damage or where further capacity for automobile movement or storage is very costly.
- Where required or useful to stimulate development.
- For trips to major recreation areas and to sports, cultural and other heavily attended events.

CRITERIA FOR AUTOMOBILE PRIORITY

Automobiles should be given priority for the following kinds of trips and/or in the described areas:

- For trips occurring where transit is too inconvenient or not available, and for trips that by their nature are not adaptable to transit.
- For intra-regional trips outside the major cities and for intercity trips between non-core areas of the major cities.
- For work trips from outlying low-density residential areas to outlying places of employment.
- Where business travel requires the use of an automobile.
- In areas having the capacity to absorb additional vehicular traffic without substantial environmental damage or conflict with land uses and where transit would be prohibitively costly in relation to the number of riders served.

CRITERIA FOR PRIORITY FOR WALKING, BICYCLING, OR SHORT-DISTANCE TRANSIT VEHICLES

Walking, bicycling, or short-distance transit vehicles should be given priority for the following kinds of trips and/or in the specified areas:

- In parks and other recreational areas, and where slow movement, bicycling or walking is part of a recreational experience or necessary to preserve the natural environment.
- Where concentration of activity is so high that more convenient access among interrelated activities may be achieved by walking or limited distance "people-movers" than by other modes.
- For short trips between residences and neighborhood convenience shopping and recreational facilities, and for intra-neighborhood visiting and socializing, where walking or neighborhood-oriented, short-distance transit vehicles (such as jitneys) provide a quick and convenient means of travel.

MASS TRANSIT

OBJECTIVE 3

GIVE FIRST PRIORITY TO IMPROVING TRANSIT SERVICE THROUGHOUT THE CITY, PROVIDING A CONVENIENT AND EFFICIENT SYSTEM AS A FEASIBLE ALTERNATIVE TO AUTOMOBILE USE.

San Francisco has one of the best and most extensive transit systems for a city of its size. Nevertheless, the city should work for an even better system. Without further mass transit improvements, the objectives of the Transportation Element and of other elements of the Master Plan cannot be achieved. It is recognized that travelers cannot be diverted from automobiles to transit unless transit provides equal or better service. It is also recognized that consistently high patronage must be obtained to justify the costs of a good transit system. Transit must take the lead in attracting travelers by offering the quality of service desired; one test of the service is the level of patronage achieved, another is its public image.

If residents are to have access by transit to desired destinations, service must be extended to within a reasonable walking distance of their homes. In addition, transfers should be minimal, as the need to transfer is a recognized deterrent to transit usage. In general, one-fourth mile should be the greatest walking distance necessary to reach a transit stop. Where topography makes even this distance too great, the interval should be less.

POLICY 1

Improve speed of transit travel and service by giving priority to transit vehicles where conflicts with auto traffic occur, and by establishing a transit preferential streets system.

Transit speed is presently slower than auto speed due to passenger stops and street congestion. If transit speed is to be improved, without reduced convenience of access to transit, conflicts between automobiles and transit must be eliminated as much as possible. Substantial improvement can and should be achieved by giving priority to transit through the use of exclusive lanes and/or by equipping buses and trolleys with devices to trigger lights in their favor at intersections. Other actions should include restricting autos from streetcar and cable car tracks and eliminating automobile turning movements which conflict with transit vehicles.

POLICY 2

Intensify overall transit service in the "central area."

That part of the city which is approximately east of Castro-Divisadero and north of Army Street houses half of the population and 80 percent of the city's employment. More travel occurs to and within this area than any other; traffic and pollution levels are highest, and the streets are more congested. It is appropriate to give the highest priority to an intensification and enhancement of transit service within this area. There should be a fine grid of transit routes with frequent service, modified to adapt to topographical conditions and connecting to the rapid transit lines, with special lines and vehicles for shopping, tourist and recreational trips superimposed to provide added service and an especially pleasant form of travel.

POLICY 3

Improve inter-district and intra-district transit service.

Over 80 percent of Muni transit vehicles provide service to and from downtown because of the enormous demand on the transit system by downtown workers and shoppers, especially during peak hours. However, during non-peak hours, while travel to downtown for shopping and entertainment is still substantial, there is much more travel between and within districts in the city. Due to increased leisure time and incomes, this is the fastest growing transportation demand.

POLICY 4

Keep fares low enough to obtain consistently high patronage and encourage more off-peak use.

Transportation is a public service not unlike street lighting, sewage service or fire protection. Nearly all transportation is subsidized to some degree with public funds. It is no more reasonable to expect transit to "pay its way" with the fare box than it is to expect streets to pay their way. To charge directly for transit use, where only indirect taxes are imposed on automobile use, discourages transit use.

Where the transit system is not used to its full potential and patronage is lower than it might be, taxpayers are burdened by fixed costs which exceed the benefits provided. Especially during non-peak hours, the transit system has excess capacity. First priority should be given to encouraging substantially greater patronage for weekday travel between 9:30 a.m. and 3:30 p.m. and between 6:30 p.m. and 6:30 a.m. and for travel on weekends.

POLICY 5

Clarify transit routing and establish "transit centers."

A major effort should be made to make clear to residents and visitors the transit services available in San Francisco.

At places of significance to transit, such as transfer points between major routes or points of access to the rapid transit system, "transit centers" should be established. As many routes as possible should go through these centers to facilitate transfers. To help people make better use of the system, complete route information, and where needed, personal assistance, should be provided at transit centers.

Each stop should be clearly identifiable. At transit stops, route information including location of transfer points, should be made available. In addition, each transit vehicle should have complete route information clearly posted.

POLICY 6

Maintain a taxi service adequate to meet the needs of the city and to keep fares reasonable.

Taxis serve as an essential supplement to the transit system, not merely for tourists but for many residents and workers in the city who either do not have a car or find regular transit service inconvenient for a particular trip, or both. The elderly often rely on taxis for necessary shopping trips and for reaching medical facilities, as do many others without automobiles when transit is not available. Although taxis should continue to be regulated, competition should be encouraged for improved service and low fares.

POLICY 7

Consider possibilities for supplementary, privately operated transit services.

For many years privately owned jitneys have operated in the Mission district, modeled on similar service successfully provided in Latin America. In some respects they are a model of a good compromise between the necessary regularity of municipal buses and the on-call and door-to-door service provided by taxis. There are other areas of the city where private operators might find it profitable to provide such service for intra-district and inter-district travel, and they should be encouraged to do so.

POLICY 8

Establish frequent and convenient transit service to major recreational facilities and provide special service for sports, cultural and other heavily attended events.

Public transit is now provided to major recreational areas (such as Golden Gate Park and the Zoo). Frequent

and convenient service will make it much easier for those citizens who do not own cars to reach these areas, encourage people with cars to leave them at home when going to the parks, and reduce congestion in the parks and adjacent neighborhoods. It also is appropriate to promote public transit as the primary mode of transportation to sports, cultural and other heavily attended events.

OBJECTIVE 4

DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM DOWNTOWN AND ALL MAJOR ACTIVITY CENTERS WITHIN THE REGION.

The automobile cannot serve as the primary means of travel to and from downtown. An alternative means of equal convenience and greater efficiency is required, not only to downtown, but also among all major activity centers. While good, direct service is available from almost all parts of the city to downtown so that transit is the dominant means of travel during the rush hours, travel is often slow and vehicles are very crowded during the rush hours. Crowding can never be eliminated completely. However, it is important for continued patronage and rider comfort that trunklines serving outlying districts provide seats for all passengers and that short-term standees be allotted adequate space. Travel to downtown should be possible in less than 30 minutes from all parts of the city. This can be achieved by express buses, exclusive bus lanes, and construction of rapid transit lines such as the Muni Market Street subway.

The use of transit to travel from the suburbs to downtown and other major centers in the city can only become primary over the long run with the development of a good regional transit system connecting downtown to other parts of the region. BART, the first step in the development of this system, should be expanded.

POLICY 1

Build and maintain rapid transit lines from downtown to all suburban corridors and major centers of activity in San Francisco.

The city and much of the region should continue to be committed to a transit-first policy with respect to inter-city commuter travel. Rapid rail transit probably offers the most competitive service in relation to automobile travel as well as offering the highest capacities possible in transit service. The use of BART or any other line-haul rail system is dependent to a great extent on access to and from stations in outlying residential areas and employment centers. Well-planned suburban feeder systems should be provided.

Growth in air travel requires that city-to-airport travel be provided more efficiently than is possible with automobiles. As the downtown continues to strengthen its position as a financial center and cultural attraction, air travel tied to downtown will grow. The regional rapid transit system should include all regional airports to promote the most efficient use of these facilities and to relieve traffic congestion resulting from air travel growth.

POLICY 2

Where significant transit service is provided by buses, bridges and freeways should have exclusive bus lanes.

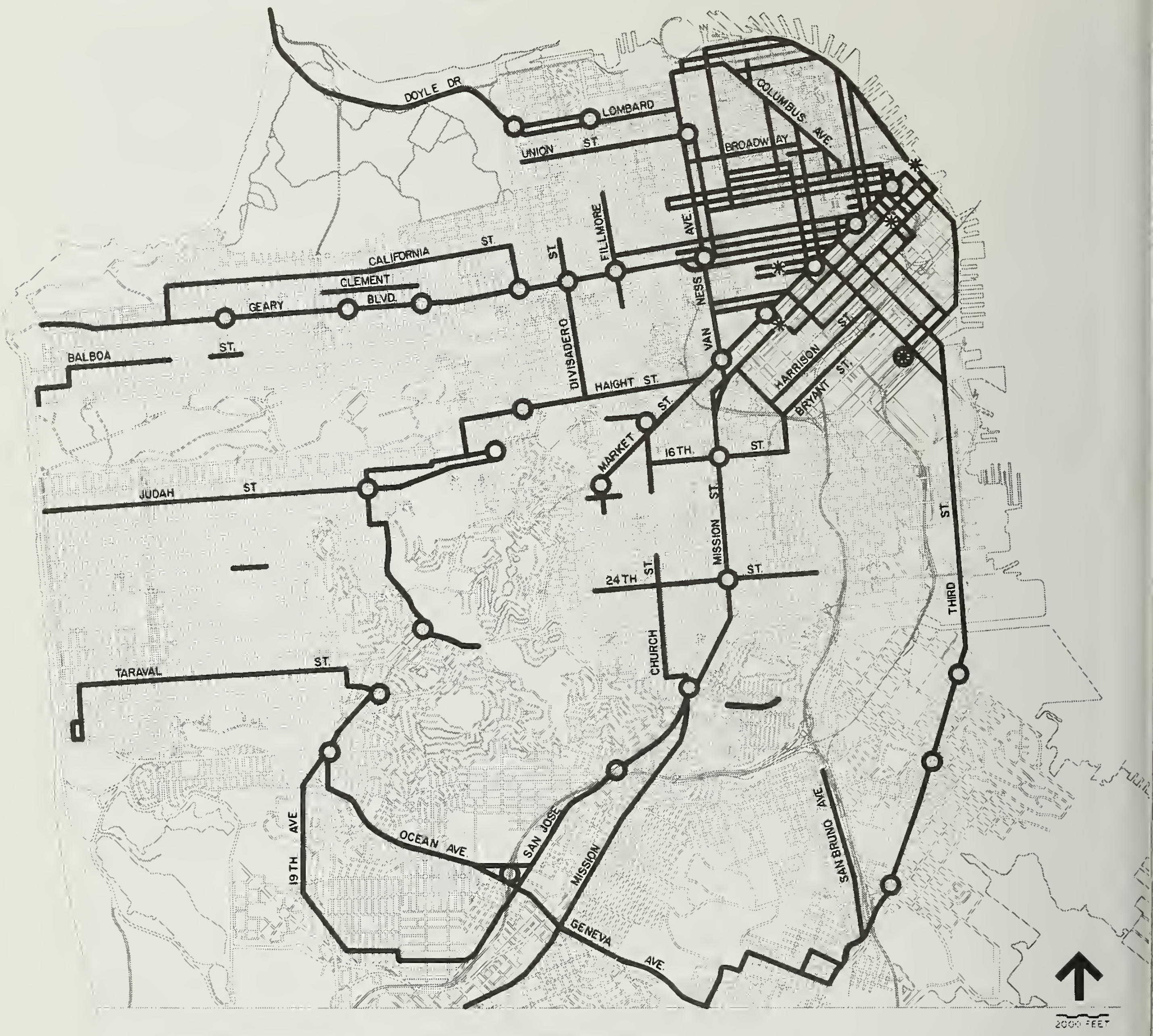
Transit lines can provide more efficient service by operating on their own rights-of-way. These can be instituted on bridges, freeways and thoroughfares leading into the city, such as on the Golden Gate Bridge and Waldo Grade, and interconnect, where feasible, with a system of exclusive bus lanes or other transit priority street treatments within the city.

POLICY 3

Provide transit service from residential areas to major employment centers outside the downtown area.

Reverse commuting to areas other than downtown has increased and places new requirements on the transit system. The city should pursue means of providing this transit for residents where it is not available, such as to the southern peninsula.

The greatest extent residual capacity for reverse commuters is the San Francisco-Oakland corridor. From a public transit convenience aspect, job opportunities in downtown Oakland are as accessible to San Francisco residents as most residents of the East Bay. BART especially has excess reverse commute capacity be-


DOYLE DR
LOMBARD
UNION ST
BROADWAY
COLUMBUS AVE
CALIFORNIA ST.
CLEMENT
GEARY BLVD.
BALBOA ST.
FILLMORE
DIVISADERO ST.
VAN NESS AVE.
HAIGHT ST.
MARKET ST.
16TH. ST.
JUDAH ST
MISSION ST.
24TH ST.
CHURCH ST.
HARRISON ST.
BRYANT ST.
THIRD ST.
TARAVAL ST.
19TH AVE
OCEAN AVE.
SAN JOSE
MISSION
GENEVA AVE.
SAN BRUNO AVE.
2000 FEET

TRANSIT PREFERENTIAL STREETS PLAN

Map 2

✱ Regional Transit Terminal
○ Transit Center
—— Transit Preferential Street

Transit preferential streets (TPS) are based on criteria of transit service density, as measured in transit vehicle and/or passengers per hour and/or a traffic interference conflict area. All surface rail operations (cable car, metro and streetcars) are designated as TPS by fact of the different operating characteristics of rail vehicles. In addition, short segments of a few blocks are designated TPS to connect segments for system continuity.

The transit vehicle density is based on all regularly scheduled public transit operation over the street segment, including Muni, Golden Gate, and Samtrans buses. As transit service levels change, additional street segments may be classified as transit preferential streets.

cause, unlike other regional carriers (A/C, GGBHTD, SamTrans, CalTrans/SP), the system does not lend itself to daytime storage of vehicles in San Francisco's Central Business District. Downtown Oakland and downtown San Francisco, given the BART connection, are essentially two ends of one Central Business District separated by 12 minutes and a transit fare.

Other carriers provide significant reverse commute capacity to numerous Bay Area employment centers. However, multiple transfers between different fare systems remains a time and cost barrier to potential transit riders. The promotion of interline transit passes should be supported as well as better coordination of schedules.

POLICY 4

Make future rail transit extensions in the city compatible with existing BART or Muni rail lines.

In order to ensure potential linkages, interchange of vehicles and cost savings, new rail rapid transit routes should be of the same basic type as either the BART or Muni systems, depending on the potential link. Other special systems, such as the cable cars or other limited service facilities, need not be identical in character.

POLICY 5

Continue ferries and other forms of water-based transportation as an alternative mode of travel between San Francisco and the north bay.

For communities in Marin County, ferry or high-speed water craft offers an alternative means of travel to downtown. Whether bus or rail is the major transit mode to Marin, ferry service should be continued, as it offers an efficient and pleasant way to commute. It also provides a means to reduce weekend and summer automobile congestion in Marin's bayside communities. As ridership and location warrant, water-based transportation should be developed to other locations in the Bay Area.

DESIGN GUIDELINES FOR TRANSIT ROUTES

Major transit transfer locations called "transit centers" should be highly visible and identifiable: wherever possible, there should be adjacent space for shelter, information, amenities and off-street loading.

Special lighting should be used to identify transit stops.

Lines named for streets, such as the "Clement" bus, should stay on those streets as much as possible.

As many routes as possible should pass through "transit centers."

Routes should, to the extent possible, run in straight lines between well-known termini.

Access to all corridors should be available
from each BART-Muni Market Street subway stationWaiting areas should be extended into the parking lane to create a bus loading bulb and vehicle stops made in the right-hand traffic lane on major transit routes.

Waiting areas should be extended into the parking lane to create a bus loading bulb and vehicle stops made in the right-hand traffic lane on major transit routes.

Graphic symbols and color coding should be used to identify specific transit routes or districts and places served.

Vehicles should be distinctively marked to identify the type of service they offer — local, express, shuttle, limited-stop.

TRANSIT SYSTEM: CLASSIFICATION OF ELEMENTS

Rapid Transit Line: Mass transit operating on an exclusive right-of-way, either below, above or on the surface, without interference from traffic or pedestrians, achieving high speed and high capacity, generally electric vehicles on rails but may be self-propelled electric or combustion engines; regardless of vehicle type, outer portions of lines in low-density areas may leave exclusive right-of-way so that technically those portions of the route are not rapid transit.

Local Transit or Surface Transit: Mass transit operating with other traffic on city streets, expressways and freeways and subject to interference by other users of the streets, both vehicles and pedestrians; may be electric, gasoline or diesel buses.

Short-Haul Transit, Shuttle Transit or "People Movers": Service over short distances (less than two or three miles) intended to move passengers within congested areas and to facilitate access to and from parking, transit and other terminals.

Trunkline: A rapid transit line or express bus route which serves travel from one area to another area of the city or region, requiring transfer at origin or destination for most passengers to a feeder line.

Transit Center: A major transfer point, usually including a rapid transit station; travelers should be able to travel in many directions from such a place and have information available on citywide routes.

Feeder Line: Transit service between destinations and stations, trunklines or express bus stops.

Transfer Point: Any point at which two or more transit lines moving in different directions cross.

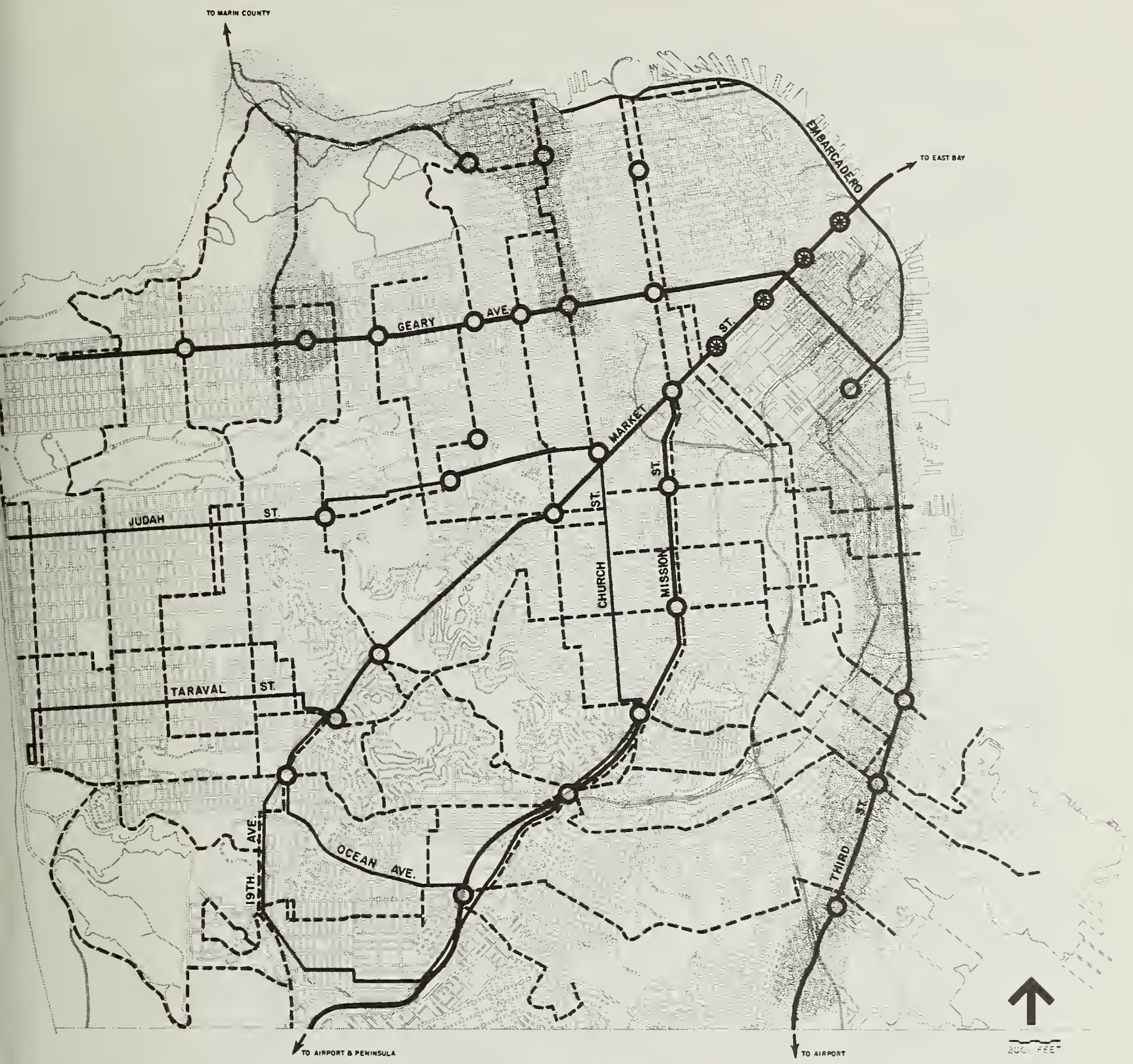
Transit Preferential Street: An important street for transit operations where interference with transit vehicles by other traffic should be minimized.

RAPID TRANSIT SYSTEM CRITERIA

Although each rapid transit line will serve a corridor with different populations, activities, topography and travel characteristics, certain basic criteria should be established to ensure that the system will perform its necessary function as the major means of travel to downtown and other high activity centers. Each line should meet the following conditions:

- Economic and social impacts within the guidelines for development established by other comprehensive plan elements;
- An exclusive right-of-way, with at least the most heavily congested portions of the trip in subway;
- Frequent feeder service to rapid transit stations where residents served or destinations are beyond walking distance;
- Stations within the city located generally at no greater than half-mile intervals, with some exceptions in low-density areas;
- Stations to be located at primary destinations and transfer points;
- Average operating speeds, including station stops, between 20 MPH and 30 MPH or approximately twice that of normal surface lines;
- Sufficiently high capacity in seating to provide peak hour seated travel for all long-distance travels (15 minutes in travel time or more);
- Continuous service at frequent intervals.

These criteria should be taken as guidelines for the development of rapid transit lines; modifications can be made where necessary to accommodate the line to a particular area.


TO MARIN COUNTY
EMBARCADERO
TO EAST BAY
GEARY AVE.
MARKET ST.
JUDAH ST.
CHURCH ST.
MISSION ST.
TARAVAL ST.
19TH. AVE.
OCEAN AVE.
THIRD ST.
TO AIRPORT & PENINSULA
TO AIRPORT
FEET

RAPID TRANSIT PLAN **Map 3**

━━ Rapid Transit Line
── Surface Streetcar Line
○ Transit Center
⊛ Combined Bart & Muni Subway Station
- - - Major Crosstown Bus Route

▭ The final system form (subway, surface, or combination) should be determined after a thorough study considering economic, social and environmental impacts on the neighborhoods and requirements of transit to marin county and the third street corridor. All rapid transit line additions will be the subject of extensive technical studies and public hearings, and are contingent on the availability of resources. The long range transit and circulation requirements of the city indicate a need for further investment in transit to upgrade the quality, efficiency and equity of service to all neighborhoods.

VEHICLE CIRCULATION

OBJECTIVE 5

ESTABLISH A THOROUGHFARES SYSTEM IN WHICH THE FUNCTION AND DESIGN OF EACH STREET ARE CONSISTENT WITH THE CHARACTER AND USE OF ADJACENT LAND.

There should be a hierarchical system of streets functioning in accordance with the planned movement of vehicles. Street design, capacity and treatment should be a direct manifestation of the street's intended use in satisfying both present and prospective travel demand, and also its non-traffic purposes such as open space and pedestrian movement. It is recognized that in some cases it will be necessary to determine a maximum level of traffic for which street capacity will be provided, implying a tolerable level of congestion as a constraint, if other objectives of the city are to be attained.

POLICY 1

Divert through automobile and truck traffic from residential neighborhoods onto major and secondary thoroughfares, and limit major thoroughfares to nonresidential streets wherever possible.

Major and secondary thoroughfares are to carry traffic among districts in the city. Local streets are intended only to provide access to and from homes and other uses within each neighborhood. To provide more efficiently for long-distance movements and to keep local streets free from heavy traffic, street design and traffic management should ensure the diversion of through traffic around neighborhoods. The Urban Design Element indicates the application of this policy in more detail and designates "protected residential areas." Heavy truck traffic should be removed from residential streets and confined mainly to freeways and certain very limited nonresidential feeder streets.

Two forms of action are required: provision for through traffic on major thoroughfares and discouragement of it on local streets. To the greatest extent possible land use bordering major thoroughfares should not be primarily residential. The following factors determine the selection of major and secondary thoroughfares:

- The width of the right-of-way relative to traffic capacity required;
- The extent of transit use on the street;
- Land uses bordering the street;
- Safety of the street for moderate- and high-speed traffic;
- The relation of the street to the definition of the neighborhood by its residents;
- The presence or absence of conflicts caused by driveways, parking, and deliveries to commercial uses.

In order to effectuate the policy to divert through traffic from neighborhoods, it is necessary that increased thoroughfare capacity be balanced by simultaneous reductions on local streets. Appropriate actions will ensure not only that traffic is channeled as intended but also that new usable open space is created and that the residential environment is enhanced.

POLICY 2

Design streets for a level of traffic that will not cause a detrimental impact on adjacent land uses.

The need for traffic carriers must be balanced against the adverse effects of heavy traffic on the use of adjacent land and the quality of the environment. The needs of residents for peace and quiet, safety from harm, and useful open space must be given consideration. Each area and each street of the city have different characteristics which determine the level of traffic which can be absorbed without serious adverse impacts. The following factors should be the basis for a judgment on the acceptable levels of traffic on a specific street:

- The distance between the curb and building line established by sidewalk width or setback;
- The presence or absence of buffering between street and building in the form of landscaping, change in elevation, or similar condition;
- The level of pedestrian traffic;
- The proportion of the street which is residential in land use;

- Whether residences face the street;
- The presence of hospitals, schools, parks, or similar facilities on or near the street.

The widening of streets at the expense of sidewalks or of setbacks should not occur where space is necessary for pedestrian movement, buffering from noise, useful open space and landscaping. This is especially true in densely populated neighborhoods with little public or private open space. No additional sidewalk narrowings, tow-away zones and one-way streets should be instituted in a residential neighborhood if the intention is to benefit the commuter to the detriment of the resident.

POLICY 3

The existing vehicular capacity of the bridges, highways and freeways entering the city should not be increased and should be reduced where possible.

The established policy of limiting access into and through the city by automobiles should be maintained. This policy should work in conjunction with policies calling for the provision of mass transit for commuter travel to San Francisco. It is recognized that provision for further vehicular access into the city would conflict with the environmental objectives of the city, overload the city street system, and jeopardize the city's commitment to mass transit. This policy allows for the introduction of exclusive bus lanes on bridges, highways and freeways where these lanes are compatible with transit systems and will help provide better service.

POLICY 4

Discourage non-recreational and non-local travel in and around parks and along the shoreline recreation areas.

Streets in large parks, around small parks and along recreational parts of the shoreline should function primarily for access to recreational facilities and for scenic driving, not as thoroughfares. Heavy or fast traffic endangers pedestrians, cuts off access to recreation and reduces the pleasure of being in parks by causing noise, pollution and visual disharmony. Pedestrian entrances to parks should be at street intersections to the extent possible. Streets adjacent to or within parks and along the shoreline should to the greatest extent possible be designed and controlled to reduce their use as throughways. They should offer opportunities for leisurely, scenic driving consistent with pedestrian, equestrian and bicycle movements along and across the street.

OBJECTIVE 6

PROVIDE FOR CONVENIENT AND SAFE MOVEMENT AMONG DISTRICTS IN THE CITY DURING NORMAL TRAVEL PERIODS.

The primary purpose of those segments of the thoroughfares system designed for inter-district movements is to provide for efficient, convenient and safe travel, integrating the city into a functional whole. At the same time it is recognized that congestion can never be eliminated completely, especially during periods of peak demand. The intent is to provide a convenient vehicular system which functions well in meeting normal traffic demands.

POLICY 1

Eliminate unnecessary cross traffic conflicts and improve traffic flow along major thoroughfares.

Excessive numbers of intersections on major thoroughfares reduce the average speed of traffic and encourage use of local streets for through movements. Intersections with local streets should be eliminated where possible to speed the flow of traffic on the arterials intended to carry the bulk of inter-district travel and to reduce accidents. In some cases, where two major thoroughfares meet, it may be necessary to create grade separations to avoid conflicts. However, less costly measures to minimize this conflict should be used wherever possible.

The system of signal-light synchronization and sensors which detect cross-traffic at intersections should be expanded and modified to reduce congestion on major thoroughfares. At the same time, use of regulatory devices within residential areas will discourage through traffic when a good signal system is in effect on the major thoroughfares. Diagonal and perpendicular parking should normally not be allowed on major or secondary thoroughfares. Lane striping, curb cuts and service roads or lanes should provide for driveway access in a manner that will not conflict with through traffic flows.

POLICY 2

Promote increased traffic safety, with special attention to hazards that could cause personal injury.

As overall traffic levels increase, the number of accidents also tends to rise. Many accidents occur even where speed of travel is relatively slow. Various measures can be taken to reduce accidents, especially those involving serious personal injury. In some cases redesign of the roadway and of intersections to reduce conflicts between vehicles and pedestrians is required; in others all that is necessary is to improve clarity of signs and of routing so that there is less driver uncertainty and hesitation.

451
AC Transit
Amtrak
Golden Gate Transit
Grayline
Greyhound
Gulton
Muni
Sam Trans

CLASSIFICATION OF ELEMENTS

Freeways: Limited access, very high capacity facilities; primary function is to carry intercity traffic; they may, as a result of route location, also serve the secondary function of providing for travel between distant sections in the city.

Major Thoroughfares: cross-town thoroughfares whose primary function is to link districts within the city and to distribute traffic from and to the freeways; these are routes generally of citywide significance; of varying capacity depending on the travel demand for the specific direction and adjacent land uses.

Secondary Thoroughfares: primarily intra-district routes of varying capacity serving as collectors for the major thoroughfares; in some cases supplemental to the major thoroughfare system.

Recreational Street: a special category of street whose major function is to provide for slow pleasure drives, cyclist and pedestrian use; more highly valued for recreational use than for traffic movement. The order of priority for these streets should be to accommodate: 1) pedestrians, hiking trails or wilderness routes, as appropriate; 2) cyclists; 3) equestrians; 4) automobile scenic driving. This should be slow and consistent with the topography and nature of the area. There should be adequate parking outside of natural areas.

Collector Streets: relatively low-capacity streets serving local distribution functions primarily in large, low-density areas, connecting to major and secondary thoroughfares. To be identified in area plans.

Local Streets: all other streets intended for access to abutting residential and other land uses, rather than for through traffic; generally of lowest capacity.

Relationship Between Function and Physical Design: no rigid design standards can be established on the basis of the functional categories established above, although higher capacities will generally be associated with freeways and major thoroughfares. Capacities must be determined on the basis of the level of traffic demand, the space available for traffic and the nature of the surrounding environment.

DESIGN GUIDELINES FOR STREETS

Major Streets

Where residential uses abut on major and secondary thoroughfares, they should be screened visually and physically wherever possible.

A consistent pattern of trees at regular intervals should be used to identify major streets.

Extensive buffers should be used to separate busy thoroughfares from active pedestrian areas.

The brightness (apparent illumination) of street lighting should be greater than on residential streets and the color or hue different from that on residential streets.

Destination information should be concentrated on major streets with signs used to route traffic on the major streets system.

Local Residential Streets

Excessive traffic speeds and volumes should be restricted and discouraged by every means possible.

Where possible, vehicular access directly to and from local streets should be from other than major thoroughfares, e.g., via a secondary thoroughfare or collector street.

When alternate access is possible, residences should not access to major thoroughfares.

Local streets, other than collectors, should be primarily for access to residences and to serve for emergency vehicles; pedestrian-dominant streets with the maximum feasible amount of street space devoted to environmental amenities desired and needed by the residents.

Residential streets should be well-lighted without being excessively bright.

Intersections

Street width, traffic controls, destination and route information and illumination should be maximized at the intersection of two major thoroughfares.

Two intersecting residential streets should have minimal roadway width, wide sidewalks and no change in illumination from that on the streets themselves.

Intersections of residential streets and major thoroughfares should be minimized; where they must intersect, cross and left-turn movements should be limited by curb alignments or medians.

GUIDE TO VEHICLE CIRCULATION PLAN

NOTE: This section refers to the **Vehicle Circulation Plan** map. Except where indicated no increase in the vehicular capacity of any thoroughfare is intended.

Bay Front Drive
A new recreational drive along the northern shore of the Presidio is proposed to connect Marina Boulevard to Lincoln Boulevard.

Bernal Heights Boulevard
This boulevard should function as a recreational street, with emphasis on pedestrian and bicycle use and with minimal auto capacity.

Cross-Over Drive
This connection in Golden Gate Park between Park-Presidio Boulevard and Nineteenth Avenue should be redesigned and realigned as a below-grade roadway. There should be no connection with John F. Kennedy Drive. The design should be limited to a capacity similar to Park-Presidio Boulevard and should be carefully aligned to avoid tree removal.

Doyle Drive
This road should be improved for greater safety; design capacity should be no greater than that of the Golden Gate Bridge less vehicles using Park-Presidio Boulevard.

The Embarcadero
A reconstructed roadway between Washington and North Point Streets is proposed as an attractive landscaped roadway having two moving lanes in each direction, an exclusive transit right-of-way, bicycle lanes and separated access and loading areas at piers in maritime use.

Embarcadero Freeway
The elevated portion between Howard and Broadway and the Washington-Clay and Broadway ramps should be removed as soon as possible.

Franklin Street
If and when Van Ness Avenue is depressed for through traffic, the function of this street between Pine and Lombard should be only for local circulation.

Frederick Street
If Kezar Drive is undergrounded, this street would no longer be required for truck traffic and should be changed to a local street function.

Geary Boulevard
To the extent possible most east-west travel in the Western Addition and Inner Richmond should be channeled onto this street to divert traffic from nearby residential streets. Grade separations at key intersections and improved left-turn connections are desirable.

Gough Street
This street should not be widened or made unidirectional north of Pine Street.

Great Highway
The design capacity of this road should be reduced substantially to correspond with its recreational function; emphasis to be on slow pleasure traffic and safe pedestrian crossings.

Guerrero Street
Although Guerrero, Valencia and Folsom serve as major thoroughfares at the present, the completion of BART to the airport should be accompanied by steps to reduce through traffic and make these streets more compatible with residential uses.

Harney Way
Widening is proposed to serve Candlestick Park and new commercial and recreational development. Refer to South Bayshore Plan.

John F. Kennedy Drive
Through, non-park traffic on this recreational drive should be eliminated.

Kezar Drive
This road should be undergrounded to restore the corner of the park to full recreational use; design capacity no greater than that of the Fell and Oak couple.

Market Street
This street should be no more than four through traffic lanes between the Central Skyway and Castro.

Nineteenth Avenue
This heavily trafficked street should ultimately be rebuilt as a parkway with the same capacity and similar design as Park-Presidio Boulevard. Simultaneous measures should be taken to eliminate through traffic on parallel streets.

O'Shaughnessy Boulevard
Functionally, this route must provide for crosstown movements; in design, it should remain a scenic-recreational drive, not intended for heavy traffic.

Parnassus Avenue
If the University of California Medical Center wishes to connect its campus on both sides of this street, the University should depress the roadway to maintain a through route for transit and vehicular traffic.

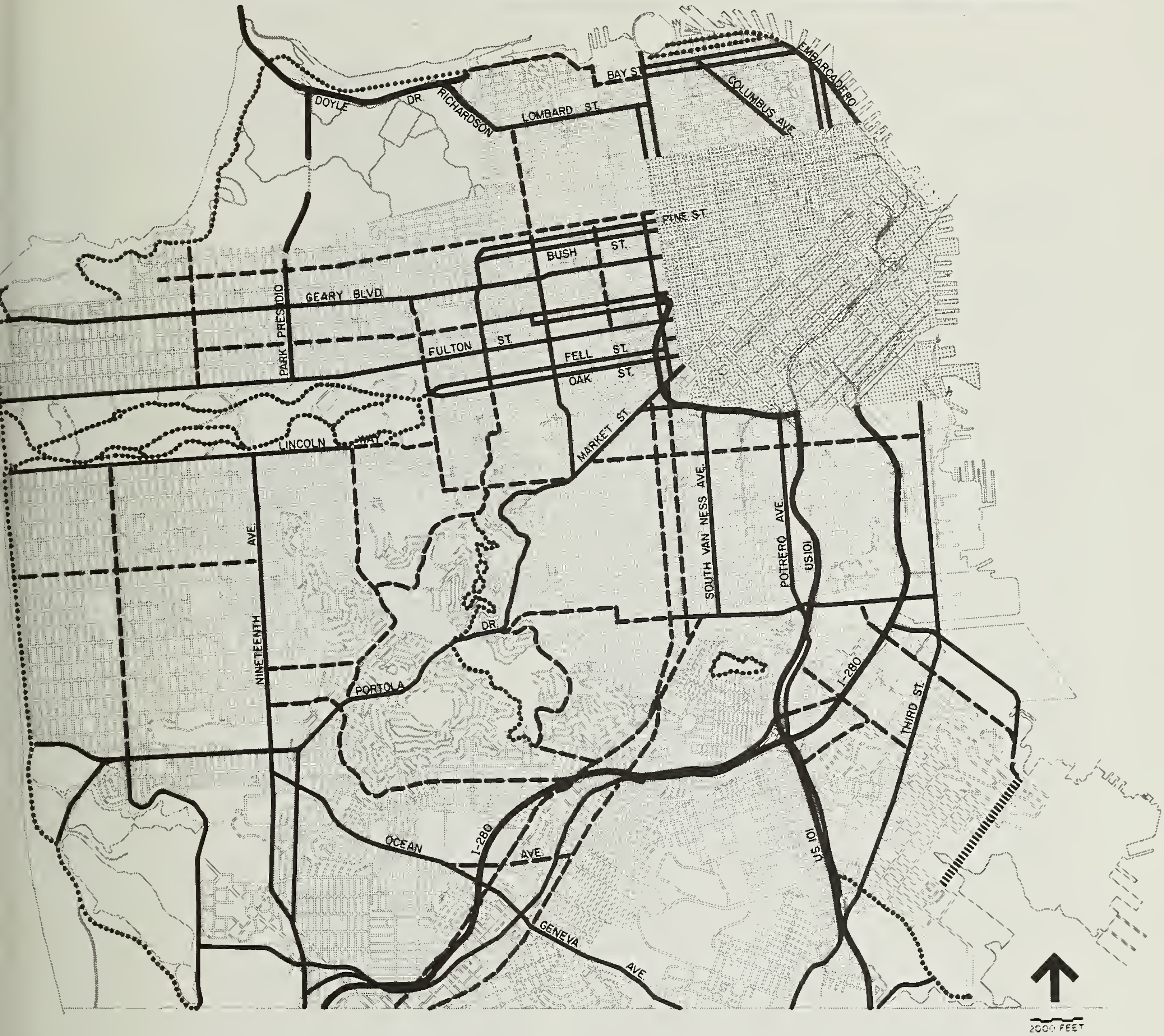
Pine Street-Bush Street
When the Richmond rapid transit line is built, priority should be given to reducing capacity and landscaping these residential streets west of Van Ness Avenue.

State Route 230
A surface parkway with two moving lanes in each direction should be constructed along this route, designed to divert truck traffic from Third Street, while serving the major Port facilities, India Basin Redevelopment Area, Hunters Point Shipyard, the new Candlestick Point State Park and Candlestick Park Stadium.

State Route 480
This State Highway Route should be eliminated from the State Highway Plan, and there should be no freeway or other high vehicular capacity, limited access connection between the Golden Gate Bridge and downtown.

Valencia Street
This street should act as a neighborhood collector street as soon as possible after BART begins operations on the Peninsula.

Van Ness Avenue
The possibility of depressing portions or all of Van Ness Avenue from the Central Freeway to Lombard in order to separate through traffic from local circulation should be studied.


BAY ST
EMBARCADERO
COLUMBUS AVE
DOYLE DR.
RICHARDSON
LOMBARD ST.
PINE ST
BUSH ST.
GEARY BLVD
PARK PRESIDIO
FULTON ST.
FELL ST.
OAK ST.
MARKET ST.
LINCOLN WAY
SOUTH VAN NESS AVE.
POTRERO AVE.
US 101
NINETEENTH AVE.
DR.
PORTOLA
I-280
THIRD ST.
OCEAN AVE.
I-280
GENEVA AVE.
U.S. 101
2000 FEET

VEHICLE CIRCULATION PLAN

Map 4

━━ Freeway

— Major Thoroughfare

---- Secondary Thoroughfare

.... Recreational Streets

|||||||| Refer to GUIDE TO THOROUGHFARES PLAN and SOUTH BAYSHORE PLAN for criteria for State Route 230

▒ Refer to DOWNTOWN TRANSPORTATION PLAN for details within this area

PEDESTRIAN CIRCULATION

OBJECTIVE 7

PROVIDE SAFE AND PLEASANT SPACE FOR PEDESTRIANS.

Walking is a form of transportation which must be provided for, especially in neighborhoods for short trips to local commercial and public facilities and in business areas where many shoppers congregate. Sidewalks, malls and similar spaces provide not only for pedestrian movement but also for children's play, socializing among residents, window shopping, and sitting and watching. Congestion occurs on sidewalks in high activity areas, just as it does on streets. Inadequacy of space creates inconveniences for those trying to pass through and those stopping to talk or look or rest.

POLICY 1

Widen sidewalks where intensive commercial, recreational, or institutional activity is present and where residential densities are high.

In many high-activity areas of the city such as downtown, Fisherman's Wharf and North Beach, sidewalks are narrower than required for pedestrians. Where pedestrian traffic is high and through vehicular traffic is light or can be moved to alternate routes or reduced by transit improvements, some street space can be made into wider sidewalks, landscaped strips and sitting areas. Through traffic should be discouraged or eliminated to avoid conflicts which inconvenience drivers and pedestrians and may increase accidents. In high-density residential areas with little open space, wider sidewalks and small plazas should be created to provide more usable space as well as to discourage through traffic.

POLICY 2

Retain streets not required for traffic for pedestrian circulation, open space use, and density controls.

Proposals for street vacation often arise when a street no longer serves a necessary traffic function. Except in rare cases, street vacations for private ownership or use or for construction of public buildings should not occur where the street could serve as a valuable open space, would improve pedestrian circulation, or maintain control of development density consistent with assumptions underlying land use plans.

POLICY 3

Ensure convenient and safe pedestrian crossings.

Where streets are designed for high volumes or relatively fast movement of vehicles, adequate provision must be made for safe and convenient pedestrian crossings. This is especially important near schools, parks and hospitals, and in high-density residential areas. Wide streets should have adequately timed lights and median strips or islands at intersections to allow safe crossings. If grade separation of pedestrian and vehicular movement is necessary, the roadway should be depressed to maintain continuity of pedestrian paths wherever possible. If a change in pedestrian levels is required, ramps are preferable to stairs.

POLICY 4

Partially or wholly close certain streets not required as traffic carriers for pedestrian use or open space.

Some streets in active shopping areas and in residential areas can be closed wholly or partially to vehicular traffic because the streets are not required for vehicular use, except possibly at infrequent intervals or during emergencies. Partial closings can be achieved by substantially narrowing the roadway or by installing temporary barriers during certain periods of the day. Doing so would open up the street for non-traffic uses, without its loss for emergency use or access to homes and businesses. In neighborhood shopping areas provision should be made concurrently for replacement of on-street parking spaces with off-street facilities.

BICYCLES

OBJECTIVE 8

PROVIDE FOR THE SAFE AND CONVENIENT USE OF THE BICYCLE AS A MEANS OF TRANSPORTATION AND RECREATION.

The bicycle is finding increasing acceptance as a viable alternative to the automobile for work, shopping and recreation purposes. As streets become more congested, some people are finding that they can move about the city and the neighborhoods more quickly, enjoyably and economically on bicycles. Bicycle riding provides health benefits through exercise, reduces noise and air pollution, and helps conserve gasoline. Increased bicycle use is one aspect of the city's energy conservation strategy.

Obstacles to increased individual bicycle use include concerns for safety and lack of knowledge about good routes. On a governmental level, agencies concerned with transportation, land use and traffic law enforcement have often manifested a low level of awareness of bicycles. Often there has been no provision for their use, and little protection for their users' rights. Further institutional constraints involve limited funding resources, and lack of coordination between agencies. The bicycle section of the Transportation Element, in large measure, describes what San Francisco should do to overcome these obstacles and constraints.

POLICY 1

Increase the availability of information for commute cycling.

Bicycle commuting to the city's central business district is a small but increasing share of all work-bound trips. With some additional support facilities and encouragement, the volume of such bicycle trips could dramatically increase. Bicycle commute routes are by preference often the same commute routes used for major vehicular access to the downtown. In some cases, the routes also coincide with designated Transit Preferential Streets. The commuting cyclist is generally an adult rider and a repeat user of the same streets. He or she is therefore likely to operate more safely on heavily trafficked streets than the younger or less experienced rider.

A number of improvements can be made to increase safety for commuting cyclists on these streets without directing less experienced cyclists to venture onto them. Funding should be made available to maintain the surfaces of the preferred commute streets at a relatively high standard. The commute streets should not include marking or signing that would encourage use by the inexperienced, primarily recreational cyclist unless these streets also lend themselves to recreational bicycle use. Direct information to commuting cyclists should be primarily in the form of maps. Distribution of such maps should be one aspect of transportation brokering services provided by large employers.

POLICY 2

Expand and improve bikeways in accordance with State standards, incorporating the series of passes between hills that are essential to bike travel.

Bikeways are classified as Class I (off roadway paths); Class II (lanes) and Class III (routes). Class I bikeways may require considerable investment, but can often be economically incorporated into other capital projects, such as The Embarcadero and Great Highway reconstruction projects. Class II bikeways involve designation by the Board of Supervisors and include marked lanes and signs every few hundred feet. Class III bikeways share existing roadways with other vehicles and are signed. They require only minimal signing expenditures.

In general, the State advocates that bikeways be placed in close proximity to, rather than on, major streets, for the safety and convenience of the cyclists and motorists alike. However, in San Francisco, Class III bikeways almost always have to be on major streets, since these streets have the most favorable access. The State of California through CalTrans has adopted mandatory planning and design criteria for bikeways, and increments or modifications to the existing 60 miles of San Francisco bikeways must meet these standards as a condition of state or federal funding. Signed bikeways provide a visible means of reinforcing the legitimacy of cyclists' presence, educating other users of thoroughfares and alerting motorists to the possible presence of cyclists.

Bikeways should connect and incorporate waterfront areas of San Francisco, scenic view areas and major parks. Golden Gate Park, in particular, is a prime locale for bicycling. Schools, colleges and hospitals should also be accessible from bikeways. In many cases, bikeways will overlap the preferred commute routes of expert cyclists. The bikeways should link with other modes of travel, including vans, ferries, and transit and train services that accommodate bicycles. Appropriate information about the bikeways should be made available in the form of easy-to-read maps to city visitors, recreational facility users and students.

Certain additional amenities along bikeway systems such as public restrooms, drinking fountains, rest areas and hostels are welcomed by recreational riders. Where possible, such amenities should be included along recreational routes.

POLICY 3

Eliminate hazards on designated bikeways and on commute streets.

Narrow traffic lanes, lack of shoulders, sewer grates with parallel inlets, and certain traffic control devices applied to street surfaces such as speed bumps, present hazards to cyclists. Bad road surfaces, cracks and potholes, and refuse such as glass shards are also hazardous and inhibit use of existing streets by bicyclists. Although hazards involving street dimensions are very difficult to eliminate, as many other hazards as possible should be removed from designated bike routes. Four lane streets which have a very low volume of large vehicles could have the number or width of lanes reduced with a concomitant increase in right lane width for safe bicycle operation.

POLICY 4

Accommodate bicycles on regional transit facilities and important regional transportation links.

The opportunity for cyclists to move about the Bay Area with their bikes by using regional transit modes such as BART, the ferry system, the CalTrans Bay Bridge Bicycle Shuttle and trains should be expanded. BART allows bicycles during non-commute hours if riders obtain a nominally priced license. The level of bicycle access permitted by BART is felt to be too limited by bicycle advocates. These transit modes should provide adequate areas for the conveyance of bicycles and should develop related facilities such as lockers. San Francisco should advocate that carrying racks be added to AC Transit, SamTrans, Golden Gate Transit and Greyhound buses and encourage CalTrans to continue to provide locker facilities at intermodal transfer points.

Where there is denial of access to bridges, there should be substitution of other means of access such as the bicycle shuttles used on the Bay Bridge. Alternate access should be the responsibility of the agency prohibiting access. Better coordination of effort between all the transit agencies on bicycle policies and facilities is also needed.

POLICY 5

Utilize available bicycle facility funding for projects in San Francisco.

Bicycle transportation funding should be integrated into all appropriate state and federally funded transportation projects, especially those related to safety and mass transit. Funds earmarked specifically for bicycle facilities should be sought out against an identified list of priority projects.

POLICY 6

Prevent bicycle accidents through bicycle safety education and improved traffic enforcement related to bicycle use.

Bicyclist education and training should be made available from a wide variety of sources — to employees as part of transportation brokering services at work sites, to students at schools and colleges, and to new riders through bicycle shops and dealers. Motor vehicle licensing procedures should encompass demonstrated knowledge of laws relating to bicycles.

Traffic enforcement should extend to protection of bicyclists' rights-of-way which are often violated by motorists. Theft prevention and investigation are other areas of law enforcement needing additional effort.

OBJECTIVE 9

PROVIDE SECURE AND CONVENIENT PARKING FACILITIES FOR BICYCLES.

One of the major deterrents to bicycle use is actual or perceived lack of security for parked bicycles. The popularity of the bicycle, its relatively small size and weight and its simplicity make it very susceptible to theft. Provision of relatively low cost but secure parking facilities for bicycles help reduce theft and encourage bicycle use. Adequate parking is crucial to the successful use of bicycles for transportation.

POLICY 1

Include facilities for bicycle users in governmental, commercial and residential developments.

Provision should be made for bicycle parking in conjunction with automobile parking in existing and new parking lots and garages. Secure and conveniently located bicycle parking should also be provided in major new construction, such as office buildings, shopping and medical centers and residential complexes, as well as at schools, parks and recreation facilities. Schools, in particular, need to encourage bicycle use through provision of secure parking facilities and safety education for students.

Commercial neighborhood shopping areas present some special opportunities for the creation of bicycle parking facilities, as part of improved street appearance. A merchants' "adopt a bicycle" program could attract bicycling customers. A cooperative approach to liability insurance concerns should be undertaken.

POLICY 2

Provide adequate and secure bicycle parking at transit terminals.

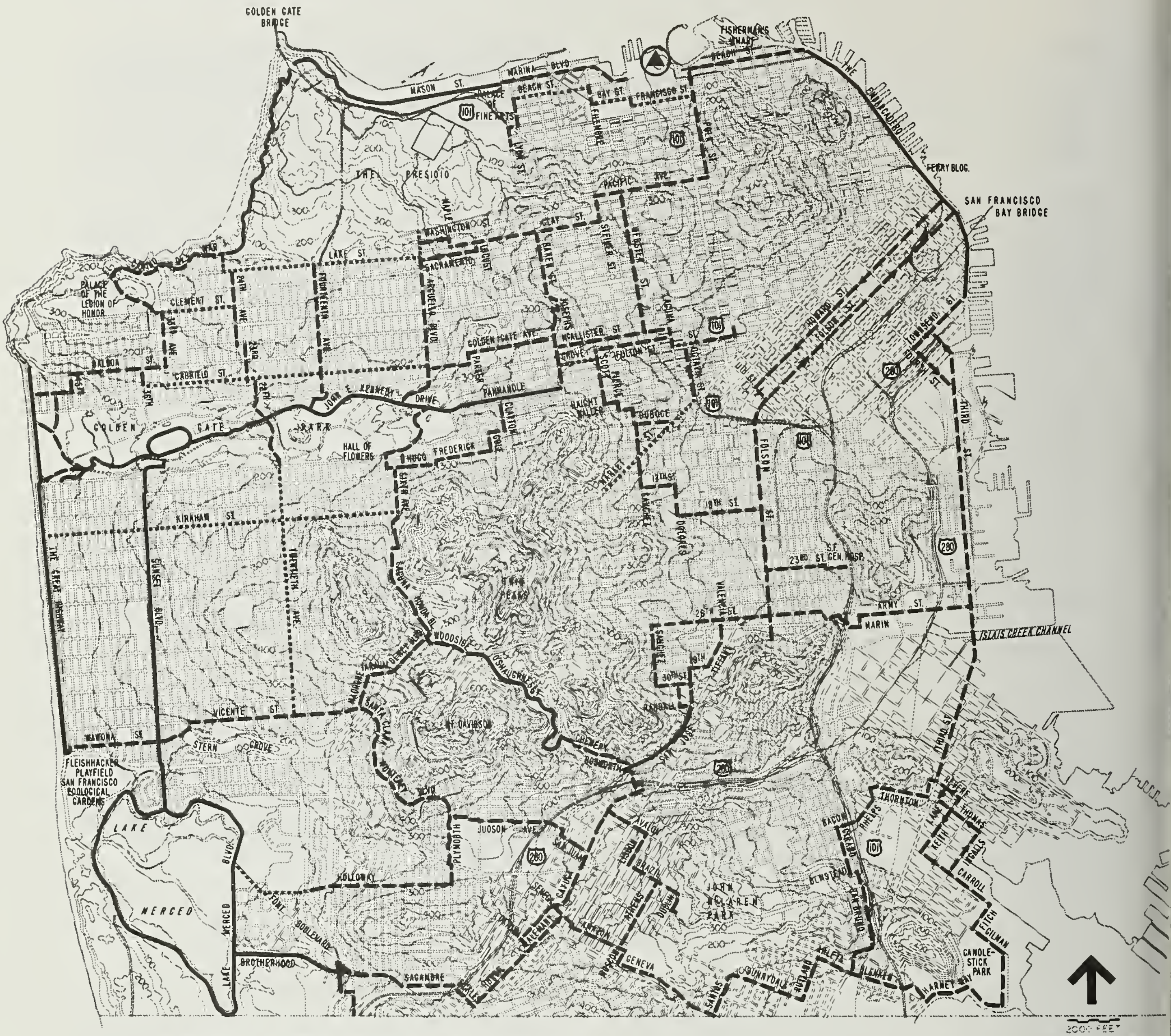
Providing adequate and secure bicycle parking facilities at transit terminals is another means of promoting bicycle use by commuters. BART stations and park-and-ride lots, particularly in high-density residential areas, are good potential locations for such facilities. Public and private parking garages should examine the feasibility of designating otherwise unused corners or other areas for joint bicycle and motorcycle parking, particularly near high-density employment centers. CalTrans has begun to create and allocate bicycle lockers in such locations.

The cost of providing adequate and secure bicycle parking is low — only a fraction of that required for automobiles. This cost can be offset and perhaps recovered by use of coin-operated lockers or racks, or by imposing a charge for supervised parking facilities, although this latter practice is not recommended at transit terminals.

POLICY 3

Emphasize security in bicycle parking design.

In terms of adequate parking, bicycles should be able to be locked to permanent, set in concrete metal racks, or stored within locked boxes. Mechanical devices are needed for securing bicycles against theft using frame and two wheel locking and padlock protective hardware. There should be good supervision of the bicycle storage area by building personnel. Further related amenities for cyclists such as showers, lockers and clothes-changing areas should also be considered. The State has recently enacted taxation incentives for bicycle facilities by allowing a rapid three year depreciation.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BEACH ST.
MARINA BLVD.
MASON ST.
PALACE OF FINE ARTS
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FILLMORE
LYON ST.
POLK ST.
THE PRESIDIO
THE EMBARCADERO
FERRY BLDG.
SAN FRANCISCO BAY BRIDGE
PACIFIC AVE.
WASHINGTON
CLAY ST.
LAKE ST.
SACRAMENTO
LOCUST
BAKER ST.
STEINER ST.
WEBSTER
PALACE OF THE LEGION OF HONOR
CLEMENT ST.
8TH AVE.
FOURTEENTH AVE.
ARGUELLO BLVD.
JOSEPHS
FOLSOM
TOWNSEND ST.
GOLDEN GATE AVE.
MCALLISTER ST.
GROVE
FULTON ST.
SCOTT
PIERCE
OCTAVIA
BALBOA ST.
CABRILLO ST.
30TH AVE.
23RD
JOHN F. KENNEDY DRIVE
PANHANDLE
PARKER
HAIGHT
WALLER
DUBOCE
GOLDEN GATE PARK
HALL OF FLOWERS
HUGO
FREDERICK
CLAYTON
COLE
THIRD ST.
KIRKHAM ST.
7TH AVE.
MARKET
17TH ST.
19TH ST.
DOLORES
SANCHEZ
FOLSOM ST.
THE GREAT HIGHWAY
SUNSET BLVD.
TWENTIETH AVE.
TWIN PEAKS
23RD ST.
S.F. GEN. HOSP.
VALENCIA
26TH ST.
ARMY ST.
MARIN
ISLAIS CREEK CHANNEL
WOODSIDE
O'SHAUGHNESSY
PORTOLA
SANCHEZ
30TH ST.
MT. DAVIDSON
RANDALL
VICENTE ST.
WAWONA ST.
STERN GROVE
SANTA CLARA
MONTEREY
CHENERY
BOSWORTH
SAN JOSE
FLEISHHACKER PLAYFIELD SAN FRANCISCO ZOOLOGICAL GARDENS
LAKE MERCED
BLVD.
JUDSON AVE.
PLYMOUTH
HOLLOWAY
FONT BOULEVARD
AVALON
BRAZIL
ATHENS
DUBLIN
JOHN MCLAREN PARK
THORNTON
REVERE
THOMAS
INGALLS
CARROLL
GILMAN
CANDLESTICK PARK
BACON
PHELPS
OLMSTEAD
GENEVA
LAKE MERCED
BROTHERHOOD
SAGAMORE
SUNNYDALE
HARNEY WAY
101
280
2000 FEET

SIGNED BIKEWAYS PLAN

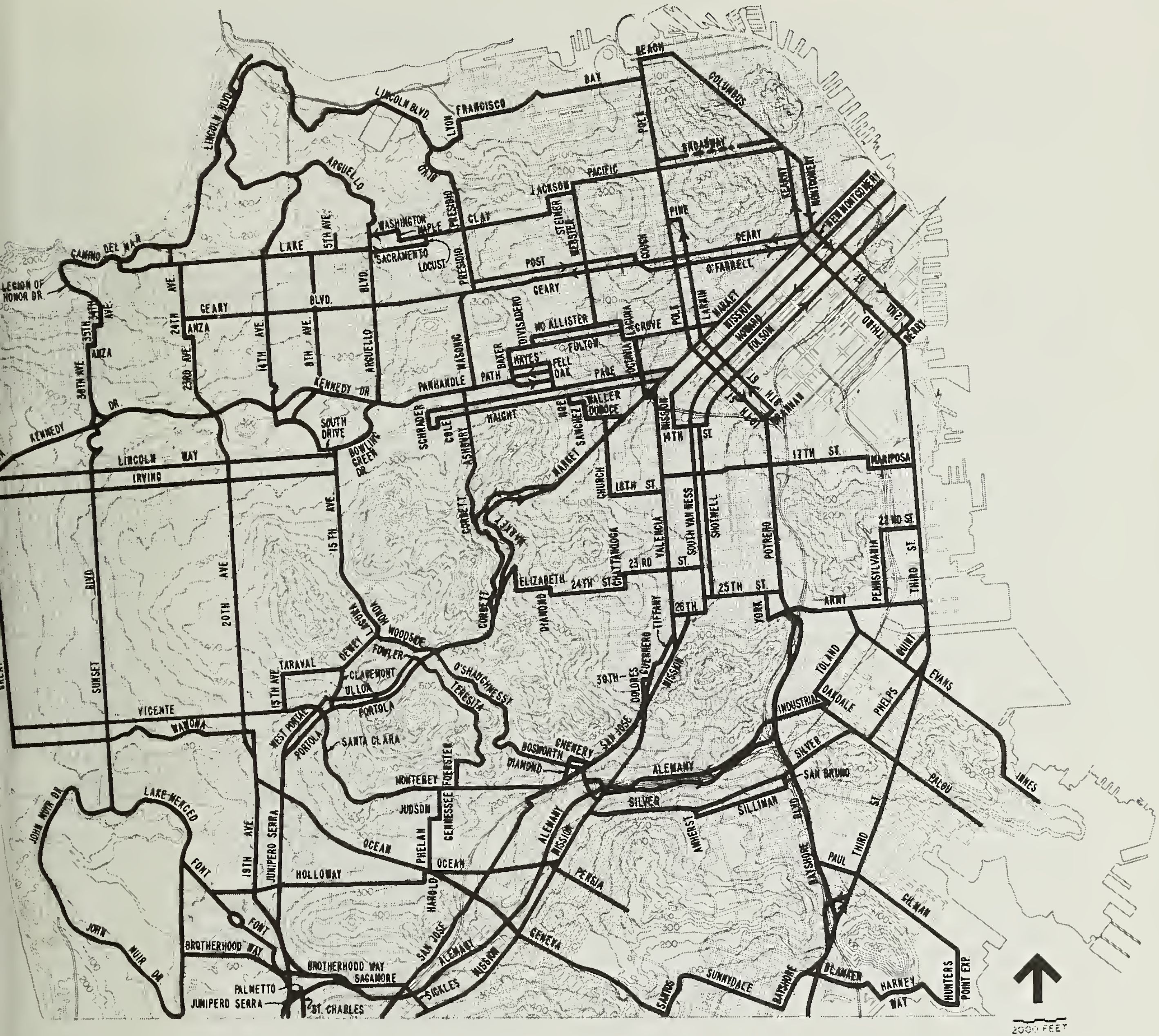
Map 5

—— Class I , Off Road, Separate Path

······ Class II , Striped Lanes and Signs

- - - - Class III, Route Signs Only

▲ American Youth Hostel, Bldg 240, Fort Mason


BEACH
BAY
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BROADWAY
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ARGUELLO
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PRESIDIO
PACIFIC
JACKSON
STEINER
WEBSTER
WASHINGTON
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CLAY
PINE
SACRAMENTO
LOCUST
PRESIDIO
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GEARY
O'FARRELL
CAMINO DEL MAR
LEGION OF HONOR DR.
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AVE.
GEARY
BLVD.
34TH AVE.
35TH
ANZA
24TH
ANZA
14TH AVE.
8TH AVE.
ARGUELLO
MASONIC
DIVISADERO
MC ALLISTER
GROVE
LAGUNA
OCTAVIA
POLK
LARKIN
MARKET
MISSION
HOWARD
FOLSOM
BAKER
HAYES
FULTON
FELL
OAK
PAGE
THIRD
2ND
BEARY
38TH AVE.
23RD AVE.
KENNEDY DR
PATH
PANHANDLE
WALLER
DUBOCE
8TH
7TH
5TH
BRANNAN
KENNEDY
DR.
SOUTH DRIVE
SCHRADER
COLE
ASHBURY
HAIGHT
NOE
SANCHEZ
MISSION
14TH
ST.
LINCOLN WAY
IRVING
BOWLING GREEN DR.
MARKET
17TH ST.
MARIPOSA
CHURCH
18TH ST.
CORBETT
MARKET
SOUTH VAN NESS
SHOTWELL
POTRERO
22 ND ST.
PENNSYLVANIA
THIRD ST.
BLVD
15 TH AVE.
CHATTANOOGA
VALENCIA
23 RD
ST.
ELIZABETH
24TH ST.
25TH ST.
ARMY
20TH AVE.
DIAMOND
CORBETT
TIFFANY
26TH
YORK
PORTOLA
WOODSIDE
SUNSET
TARAVAL
DEWEY
FOWLER
CLAREMONT
ULLOA
30TH
DOLORES
GUERRERO
MISSION
O'SHAUGHNESSY
TERESITA
TOLAND
QUINT
EVANS
15 TH AVE.
VICENTE
WAWONA
WEST PORTAL
PORTOLA
SANTA CLARA
INDUSTRIAL
OAKDALE
PHELPS
BOSWORTH
CHENERY
SAN JOSE
DIAMOND
ALEMANY
SILVER
SAN BRUNO
FOERSTER
MONTEREY
JUDSON
GENNESSEE
PHELAN
SILVER
SILLIMAN
AMHERST
BLVD
INNES
BALBOA
LAKE MERCED
JOHN MUIR DR.
19TH AVE.
JUNIPERO SERRA
OCEAN
OCEAN
ALEMANY
MISSION
PERSIA
BAYSHORE
PAUL
THIRD ST.
GILMAN
FONT
HOLLOWAY
HAROLD
JOHN
MUIR DR
FONT
BROTHERHOOD WAY
BROTHERHODD WAY
SAGAMORE
SAN JOSE
ALEMANY
MISSION
GENEVA
SANTOS
SUNNYDALE
BAYSHORE
BLANKEN
HARNEY WAY
HUNTERS POINT EXP.
PALMETTO
JUNIPERO SERRA
ST. CHARLES
SICKLES
2000 FEET

PREFERRED COMMUTE BIKE ROUTE

Map 6

This map was compiled in cooperation with the San Francisco Bicycle Coalition, the Department of Public Works, and the California Department of Transportation, District 4.

The routes, for the most part, are unsigned and not recommended for novice cyclists.

DOWNTOWN TRANSPORTATION

See "Moving About" Section of the Downtown Plan.

CITYWIDE PARKING

OBJECTIVE 10

ENSURE THAT THE PROVISION OF NEW OR ENLARGED PARKING FACILITIES DOES NOT ADVERSELY AFFECT THE LIVABILITY AND DESIRABILITY OF THE CITY AND ITS VARIOUS NEIGHBORHOODS.

The general theme prevalent throughout the Master Plan and its objectives and policies is that new development must recognize the positive attributes of the city and contribute to their preservation and enhancement and to the overall living environment. New parking facilities should meet these principles because of the impact of a facility upon its immediate physical surroundings and the cumulative traffic generating impacts on the entire city.

POLICY 1

Assure that new or enlarged parking facilities meet need, locational and design criteria.

A proposed parking facility should be evaluated as carefully as other proposed additions to the transportation system. Proposed new or enlarged facilities should be reviewed according to Comprehensive Plan policies, and Planning Code criteria for parking facilities. For various special districts and/or where major conflicts occur, the facility should not be developed unless the following criteria are met:

- There is a demonstrated demand for additional parking space in the surrounding area (in the case of parking facilities open to the public) or resulting from a specific development.
- All or part of this demand cannot reasonably be diverted to or served by existing transit service or transit which could reasonably be provided in the near future.
- This demand cannot be met by existing facilities or more efficient use of existing facilities.
- In the case of desired accessory parking (i.e. parking customarily provided incidental to a permitted use and directly related to the activities conducted on the site of the use) its need is clearly established and not presumed.
- Provision of the facility does not result in the demolition of sound residential, commercial, and industrial buildings.
- The traffic generated by the facility will not create a substantial adverse effect on the surrounding city streets (especially residential streets) and corridors leading into the city.
- The facility, viewed in a citywide context of parking supplied and trips generated will not discourage the possible diversion of current automobile users to transit.
- The location is appropriate in terms of adjacent land uses.
- The proposed site and facility are readily accessible from freeway ramps or major thoroughfares.
- Conflict between pedestrian movements and driveways or ramps is minimized and additional auto traffic through areas of heavy pedestrian concentration is avoided.
- There is not substantial conflict with existing or future patterns of other forms of transportation, especially transit, and access avoids use of transit preferential streets.
- Consideration has been given to the inclusion of other uses in order to maximize use of scarce land resources and integrate the structure into the surrounding neighborhood.
- Access or egress is not primarily from streets or alleys having predominantly residential use.
- The structure is in scale with existing structures in the area, and when located in commercial districts includes commercial frontage in order to avoid blank street level facades.

- The design and operating policy of the facility is such that vehicles can be admitted rapidly, to avoid the use of the street as a waiting area for entrance into the facility and to avoid the situation of automobiles idling for a long period of time.
- Provision has been made where appropriate for parking of vehicles driven by or operated for the physically handicapped.
- A portion of spaces is reserved for compact automobiles.
- Secure, convenient bicycle parking is provided.
- All or portions of the facility are convertible to other uses if demand for parking is reduced in the future.

POLICY 2

Discourage the proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished pending other development.

As an integral part of the transportation system, the location of any parking supply must be evaluated in like terms to the location of any roadway or transit line. If a "temporary" parking lot does not meet the criteria for location of parking facilities, it may have a disruptive effect on the transportation system similar to a major street reconstruction and resultant detour or to temporary suspension of transit service.

The scattered locations of parking lots militate against the possible provision of shuttle transit. In addition, where parking lots are temporary uses on land in the development process, autos are attracted to areas that are already impacted, or worse, where auto use conflicts with transit routes. Such temporary parking also tends to create a travel pattern based on expected availability of parking, which creates even greater difficulties whenever such a temporary facility is eventually terminated.

Surface parking as a temporary use pending some more intensive use of the property may be particularly undesirable when it results in the demolition of needed housing or inexpensive industrial space suitable for "incubator" industry.

POLICY 3

Restrict long term automobile parking at rapid transit stations in the city in favor of development of effective feeder bus service.

All of the rapid transit stations in San Francisco are located in densely developed downtown areas or in residential or shopping areas where additional automobile impacts are undesirable. These stations are located in such a manner that they may generally be reached by San Francisco residents either by connecting transit or by walking. The commuter use of the automobile to reach a rapid transit station should be discouraged. Parking impacts which have occurred around outlying stations may be lessened by provision of long-term facilities, however, long-term parking facilities are undesirable because such facilities would be disruptive to the neighborhoods where they would be located. Access to BART should generally be provided by transit.

POLICY 4

In any large development, allocate a portion of the off-street parking spaces for compact automobiles.

The trend toward smaller, more fuel efficient vehicles can be reflected and encouraged in new development with a concurrent savings in the amount of land and space required for the parking of automobiles. The provision of parking spaces for compact and subcompact automobiles and motorcycles should be commensurate with their proportion of the city's vehicle population.

POLICY 5

Make existing and new accessory parking available to the general public for use as short-term or evening parking when not being utilized by the business or institution to which it is accessory.

A major reservoir of parking spaces, accessory to particular businesses or institutions, is currently in use only during the daytime working hours of those particular businesses and remains vacant and inaccessible at other times. In many instances this space could be used in the evening by residents of the immediate neighborhood or their guests. Also, businesses or new developments with evening, night or weekend users could share the existing accessory parking of nearby weekday businesses.

POLICY 6

Limit parking facilities over the water, and near the water's edge where such parking interferes with public access.

In order to improve physical and visual access to the Bay, non-maritime parking should be located inland away from the water's edge and away from areas of intense pedestrian activity. Where possible, existing parking facilities on or near the water's edge should be removed or relocated.

OBJECTIVE 11

CONTAIN AND LESSEN THE TRAFFIC AND PARKING IMPACT OF INSTITUTIONS ON SURROUNDING RESIDENTIAL AREAS.

Institutions such as medical centers and colleges are major employment centers and are usually located in the city's residential areas. Employment levels in medical and other health services are expected to increase significantly in the future. Many of these institutions already have physical expansions planned, and the employment levels projected indicate that institutions will have even greater traffic and parking impacts on residential areas unless strong efforts are made to accommodate the employment growth by transit. Alternatives to expansion of institutions on site may have to be explored where significant traffic and parking impacts on surrounding residential areas cannot be avoided.

POLICY 1

Limit the provision of long-term parking facilities at institutions and encourage such institutions to regulate existing facilities to assure use by short-term clients and visitors.

Although there are some trips to institutions which are appropriately made by automobile, especially for medical appointments and hospital visits, work trips should be made by transit wherever possible. Institutions should take effective measures to reduce the amount of traffic and parking generated by the development and should develop and implement transit action plans accordingly. New parking provided by institutions should be carefully designed to favor short-term or carpool parking for trips which cannot reasonably be made on transit.

In some cases where institutions have parking facilities where a high short-term fee is charged, visitors seek parking on adjacent streets rather than pay the fee. In order to insure that the facilities rather than the street are used, institutions should price short-term parking low enough to encourage short-term visitor use.

OBJECTIVE 12

RELATE THE AMOUNT OF PARKING IN RESIDENTIAL AREAS TO THE CAPACITY OF THE CITY'S STREET SYSTEM AND LAND USE PATTERNS.

The continuing level of vehicle ownership by city residents indicates the need for parking facilities is continuing and raises serious questions about the level of automobile ownership which can be supported by the street and parking system. Since much of the city's housing, especially in the more densely developed areas, was built prior to the time when the automobile became the dominant mode of travel, off-street parking spaces do not exist in adequate numbers. The size of many streets and the need to provide free flows for traffic limits the number of on-street spaces. Increased parking facilities, especially off the street, need to be made available. However, just as the street system cannot accommodate all potential traffic, so the city cannot provide for an unlimited level of automobile storage. A reasonable level must be provided for and measures must be taken to discourage vehicle accumulations beyond that level.

POLICY 1

Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses. Encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.

Some neighborhoods have large numbers of persons using transit to go to work and have significant numbers of no-auto or one-auto households. This pattern should be encouraged and reflected in off-street residential parking requirements.

Use of common parking facilities for several buildings should be encouraged where existing buildings can be used for this purpose in nearby commercial areas. There may be a place for public provision and leasing of long-term resident parking in already developed high-density neighborhoods.

POLICY 2

Use existing street space to increase residential parking where off-street facilities are inadequate.

Local streets are of such width in many areas that improved parking conditions can be obtained by shifting from parallel to diagonal or perpendicular parking without a major investment. This policy has long been followed on steep hills for safety reasons and can be applied where streets are flat in order to maximize the use of existing street space. Care must be taken, however, to ensure that the street is more than a parking lot. Proper landscaping is required to prevent lights from shining into dwellings at night and breaks in rows of cars should be provided to avoid the monotony and unsightliness of unending rows of vehicles.

There is a limit to the number of automobiles the city can accommodate, either moving or in place, especially in the densely populated neighborhoods. The possibility of a new, higher tax on second and third cars and stricter enforcement of on-street parking regulations should be explored.

POLICY 3

Protect residential neighborhoods from the parking impacts of nearby traffic generators.

Residents should be given preference in the use of residential neighborhood on-street parking spaces where traffic congestion and parking shortages generated by schools, shopping districts, recreational facilities or rapid transit stations have contributed to the deterioration of residential environment. The preferential parking concept may provide relief for such residential neighborhoods by instituting a regulatory scheme which would reduce parking congestion in residential neighborhoods caused by long-term non-residential parkers, facilitate residents' access to on-street parking close to their homes, provide for access to convenient parking by visitors of neighborhood residents and allow convenient parking for vehicles being used by people providing essential services to neighborhood residents.

OBJECTIVE 13

MEET SHORT-TERM PARKING NEEDS IN NEIGHBORHOOD SHOPPING DISTRICTS CONSISTENT WITH PRESERVATION OF A DESIRABLE ENVIRONMENT FOR PEDESTRIANS AND RESIDENTS.

Although a primary goal is to encourage improved transit service to shopping areas, and the emphasis should continue on transit as the means to travel to shopping districts, automobile use is often necessary for shopping trips involving the purchase of bulky items such as groceries or where there are many stops to be made at different places far apart. Where additional short-term parking is demonstrated to be needed and essential to a shopping district, it should be provided at the least economic and environmental cost to the neighborhood and the city.

POLICY 1

Assure that new neighborhood shopping district parking facilities and other auto-oriented uses meet established guidelines.

Some neighborhood shopping facilities serve only residents of the immediately surrounding areas, most of whom travel on foot. Others tend to attract consumers from adjacent communities or in low-density parts of the city from a distance not easily traversable on foot.

Proposed new parking facilities should be carefully considered not only in terms of how much demand they can satisfy, but also in terms of the impact of that facility on the environment of the shopping district. A poorly designed or located facility could be worse for a shopping district than no facility at all. In addition to the criteria for new parking facilities in Objective 1, Policy 1, the following guidelines should be considered in the review of proposed new facilities.

- Facilities should be located to provide convenient access to desired shopping destinations. However, they should be located in such a manner that they lessen the amount of traffic traveling through the district and do not disrupt the continuity of the shopping district.
- Multiple use of parking structures and lots should be provided wherever feasible. The use of roof tops of garage structures as game/play areas in densely populated neighborhoods, use of surface parking lots as tennis courts or soccer fields on days when the shopping districts are closed, or use of the facilities for resident parking in the evening are all possibilities which should be considered.

URBAN DESIGN

URBAN DESIGN

URBAN DESIGN

URBAN DESIGN

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

SAN FRANCISCO
MASTER PLAN

URBAN DESIGN

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

CITY PATTERN

OBJECTIVE 1

EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.

POLICY 1

Recognize and protect major views in the city, with particular attention to those of open space and water.

POLICY 2

Recognize, protect and reinforce the existing street pattern, especially as it is related to topography.

POLICY 3

Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.

POLICY 4

Protect and promote large-scale landscaping and open space that define districts and topography.

POLICY 5

Emphasize the special nature of each district through distinctive landscaping and other features.

POLICY 6

Make centers of activity more prominent through design of street features and by other means.

POLICY 7

Recognize the natural boundaries of districts, and promote connections between districts.

POLICY 8

Increase the visibility of major destination areas and other points for orientation.

POLICY 9

Increase the clarity of routes for travelers.

POLICY 10

Indicate the purposes of streets by means of a citywide plan for street landscaping.

POLICY 11

Indicate the purposes of streets by means of a citywide plan for street lighting.

CONSERVATION

OBJECTIVE 2

CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

POLICY 1

Preserve in their natural state the few remaining areas that have not been developed by man.

POLICY 2

Limit improvements in other open spaces having an established sense of nature to those that are necessary, and unlikely to detract from the primary values of the open space.

POLICY 3

Avoid encroachments on San Francisco Bay that would be inconsistent with the Bay Plan or the needs of the city's residents.

POLICY 4

Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

POLICY 5

Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.

POLICY 6

Respect the character of older development nearby in the design of new buildings.

POLICY 7

Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

POLICY 8

Maintain a strong presumption against the giving up of street areas for private ownership or use, or for construction of public buildings.

POLICY 9

Review proposals for the giving up of street areas in terms of all the public values that streets afford.

POLICY 10

Permit release of street areas, where such release is warranted, only in the least extensive and least permanent manner appropriate to each case.

MAJOR NEW DEVELOPMENT

OBJECTIVE 3

MODERATION OF MAJOR NEW DEVELOPMENT TO COMPLEMENT THE CITY PATTERN, THE RESOURCES TO BE CONSERVED, AND THE NEIGHBORHOOD ENVIRONMENT.

POLICY 1

Promote harmony in the visual relationships and transitions between new and older buildings.

POLICY 2

Avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance.

POLICY 3

Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations.

POLICY 4

Promote building forms that will respect and improve the integrity of open spaces and other public areas.

POLICY 5

Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

POLICY 6

Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

POLICY 7

Recognize the special urban design problems posed in development of large properties.

POLICY 8

Discourage accumulation and development of large properties, unless such development is carefully designed with respect to its impact upon the surrounding area and upon the city.

POLICY 9

Encourage a continuing awareness of the long-term effects of growth upon the physical form of the city.

NEIGHBORHOOD ENVIRONMENT

OBJECTIVE 4

IMPROVEMENT OF THE NEIGHBORHOOD ENVIRONMENT TO INCREASE PERSONAL SAFETY, COMFORT, PRIDE AND OPPORTUNITY

POLICY 1

Protect residential areas from the noise, pollution and physical danger of excessive traffic.

POLICY 2

Provide buffering for residential properties when heavy traffic cannot be avoided.

POLICY 3

Provide adequate lighting in public areas.

POLICY 4

Design walkways and parking facilities to minimize danger to pedestrians.

POLICY 5

Provide adequate maintenance for public areas.

POLICY 6

Emphasize the importance of local centers providing commercial and government services.

POLICY 7

Encourage and assist in voluntary programs for neighborhood improvement.

POLICY 8

Provide convenient access to a variety of recreation opportunities.

POLICY 9

Maximize the use of recreation areas for recreational purposes.

POLICY 10

Encourage or require the provision of recreation space in private development.

POLICY 11

Make use of street space and other unused public areas for recreation.

POLICY 12

Install, promote and maintain landscaping in public and private areas.

POLICY 13

Improve pedestrian areas by providing human scale and interest.

POLICY 14

Remove and obscure distracting and cluttering elements.

POLICY 15

Protect the livability and character of residential properties from the intrusion of incompatible new buildings.

URBAN DESIGN

INTRODUCTION

Nature and Purpose

The Urban Design Element concerns the physical character and order of the city, and the relationship between people and their environment.

San Francisco's environment is magnificent, and the city is a great city, but the unique relationships of natural setting and man's past creations are extremely fragile. There are constant pressures for change, some for growth, some for decay.

The Urban Design Element is concerned both with development and with preservation. It is a concerted effort to recognize the positive attributes of the city, to enhance and conserve those attributes, and to improve the living environment where it is less than satisfactory. The Plan is a definition of quality, a definition based upon human needs.

This is a general plan, responding to issues relating to City Pattern, Conservation, Major New Development, and Neighborhood Environment. In the case of each of these four types of issues, the Element contains:

1. A review and definition of essential *human needs*;
2. An overall *objective* toward which both public and private efforts must be directed if the human needs are to be met and San Francisco's special characteristics are to be recognized, enhanced and conserved;
3. *Fundamental principles*, with graphic illustrations, reflecting the needs and characteristics with which the Plan is concerned, and describing the measurable and critical design relationships among parts of the environment such as open spaces, buildings, hills and streets; and
4. A series of *policies* necessary to achieve or approach the overall objective, which acknowledge the needs and principles, and which provide a continuing guide and directive for public and private decisions pursuant to this Element.

CITY PATTERN

HUMAN NEEDS

The agreeable pattern of San Francisco's appearance is, perhaps above all, what makes this a city with feeling. The pattern is a visual framework composed of the natural base upon which the city rests, together with man's development. In some ways the pattern is seen in two dimensions as though it were a map; in other ways it has a sculptural or three-dimensional form.

To describe the pattern is not to describe a rigid order, for rigidity will not produce a city meant for human needs. Rather than rigidity, the sense is one of balance and compatibility, with diverse and even random features fitting together to form the whole. The pattern is made up of:

WATER, the Bay and Ocean, which are boundaries for the city and a part of its climate and way of life. The water is open space, a focus of major views and a place of human activity.

HILLS AND RIDGES, which allow the city to be seen, define districts, and more than any other feature produce the variety that is characteristic of San Francisco. The central mass of Twin Peaks separates the city into quadrants, for example, while Telegraph Hill, Sunset Heights and Potrero Hill are neighborhoods. In the topographic form of the city, the valleys and plains are as important as the hills, for they define their own districts and give the hills their visual meaning.

OPEN SPACES AND LANDSCAPED AREAS, whose dark green patterns enrich the color of the city and define and identify hills, districts and places for recreation. These areas may be large, as at the Presidio, Lake Merced and Golden Gate Park, smaller but still prominent as at Bayview Hill and Alta Plaza, or mixed with buildings as on the slopes of Russian Hill and Buena Vista.

STREETS AND ROADWAYS, which unify the pattern, emphasize the hills and valleys, provide vistas and open space and determine the character of development. Streets and roadways are of many types, each with its own functions and characteristics, and together they make up a system that accommodates man's movements and joins the districts of the city.

BUILDINGS AND STRUCTURES and clusters of them, which reflect the character of districts and centers for activity, provide reference points for human orientation, and may add to (but can detract from) topography and views. Some buildings and structures, such as the Golden Gate and Bay Bridges, Coit Tower, the Palace of Fine Arts and City College, stand out as single features of community importance, while elsewhere the dominant pattern of man's development is a light-toned texture of separate shapes blended and articulated over the landscape.

People perceive this pattern from many places and during many activities; from their homes and neighborhoods, from parks and the shoreline during recreation, from places of work, from the streets while traveling, and from entranceways and observation points while visiting the city.

The uses and benefits of the city pattern are many and profound. This pattern is, first of all, bound up in the image and character of the city. To weaken or destroy the pattern would make San Francisco a vastly different place.

Second, the city pattern has important psychological effects upon residents of the city. It provides organization and measured relationships that give a sense of place and purpose and reduce the degree of stress in urban life. Outlooks upon a pleasant and varied pattern provide for an extension of individual consciousness and personality, and give a comforting sense of living with the environment.

The pattern also helps people to identify districts and neighborhoods, particularly those in which they themselves live. Recognition of such areas by their prominent features, their edges and their centers for activity breaks up a large and intense city into units that are visually and psychologically manageable. Furthermore, awareness of districts and neighborhoods increases the pride in one's area and in one's own life.

People also have a need to understand their city, its logic and its means of cohesion. They need to know where to find activities, and how to reach their destinations in shopping areas, downtown, at institutions and at places of entertainment and recreation. The city pattern helps them find their way, without inconvenience or lost time, letting them see the routes to be taken. Travel congestion is reduced if the best routes are easily found, and safety is increased.

Two of the controllable elements that help strengthen the city pattern are visually prominent landscaping and street lighting. Because these elements can be so easily affected in a positive way by human actions, and especially by programs of the City government, they are given important attention in the policies of this Element. Opportunities for use of these elements are by no means fully realized now, and systems for landscaping and lighting are incomplete. As a consequence, parts of the city pattern that otherwise would be easily read are unclear, and the functions of the street system are apt to be confused both by day and at night. In addition, some areas of the city are favored by the amenities produced by good landscaping and lighting systems while others are not.

The human needs outlined above for the city pattern are further addressed by the fundamental principles that follow, and by the policies that conclude this section of The Urban Design Element. In certain ways they are addressed, as well, in the other three sections of the Element: by policies dealing with conservation of resources that are part of the city pattern; policies for moderation of major new development to enhance rather than detract from the city pattern; and policies to make the pattern more perceptible in the neighborhood environment. Such an interchange of needs and policies occurs throughout the sections of the Element, for the Element is a unified document and its sections are closely related.

OBJECTIVE

OBJECTIVE 1

EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.

San Francisco has an image and character in its city pattern which depend especially upon views, topography, streets, building form and major landscaping. This pattern gives an organization and sense of purpose to the city, denotes the extent and special nature of districts, and identifies and makes prominent the centers of human activity. The pattern also assists in orientation for travel on foot, by automobile and by public transportation. The city pattern should be recognized, protected and enhanced.

FUNDAMENTAL PRINCIPLES FOR CITY PATTERN

These fundamental principles and their illustrations reflect the needs and characteristics with which this plan is concerned, and describe measurable and critical urban design relationships in the city pattern.

1. The city's overall visual structure can be strengthened and enhanced by use of large-scale planting on certain streets and open spaces.

2. Street layouts and building forms which do not emphasize topography reduce the clarity of the city form and image.

   A: Tall, slender buildings at the tops of hills and low buildings on the slopes and in valleys accentuate the form of the hills.

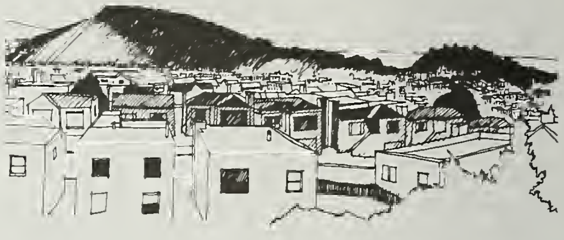
   B: Contour streets on hills align buildings to create a pattern of strong horizontal bands that conflict with the hill form.

3. Clearly visible open spaces act as orientation points, and convey information about the presence of recreation space to motorists and pedestrians.

   COMMENT: Because Buena Vista Park is visible from many parts of the city, it is often used as a point of reference. The foliage, in contrast to the surrounding developed areas, indicates the proximity of recreational means.

4. Where large parks occur at tops of hills, lowrise buildings surrounding them will preserve views from the park and maintain visibility of the park from other areas of the city.

   COMMENT: Areas around Mount Davidson and Twin Peaks have a pattern of low development. The hilltops are therefore citywide focal points of natural landscape, functioning much as Telegraph Hill's summit does in the North Beach area.

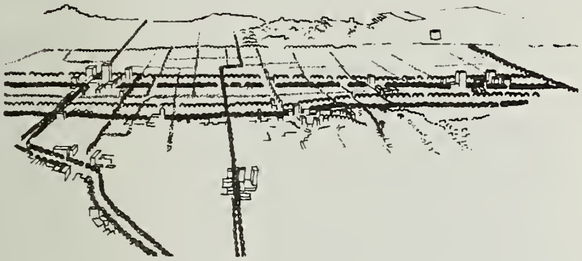


5. Street spaces impart a unifying rhythm to the pattern and image of the city.

6. Landscaped pathways can visually and functionally link larger open spaces to neighborhoods.

   COMMENT: The roadside planting of Park Presidio and Sunset Boulevard, and the landscape connections between Mount Sutro, Twin Peaks, Laguna Honda and Glen Canyon are examples of a system that links parks and other open spaces to one another. Such linkages, creating strong defining features, can be extended to other parts of the city.

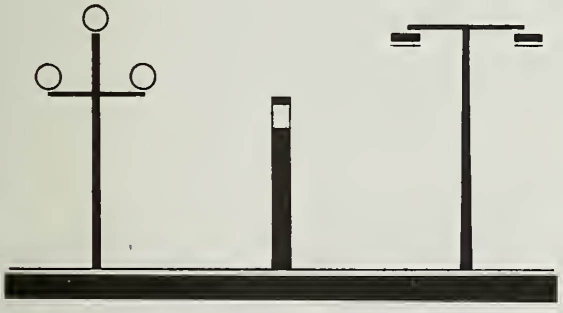
7. The pattern of major streets can be made more visible and apparent to users of the street system if the landscaping and lighting of major streets is different from that of local streets.

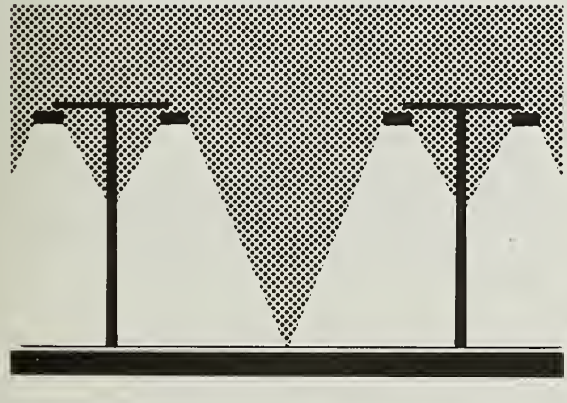


A: The consistent use of one type of tree, planted in regular intervals, can impart a sense of order and continuity appropriate to major through streets.

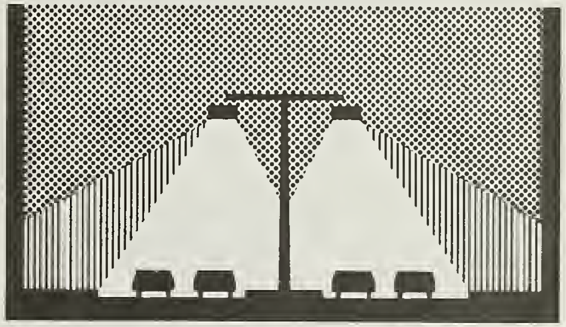
B: Informal, diverse patterns of planting and varieties of plant materials can act as an appropriate indication of local residential streets.

C: The difference between through and local streets can be made clearer by varying the apparent brightness, spread and color of light, as well as the height, spacing, and scale of street fixtures.

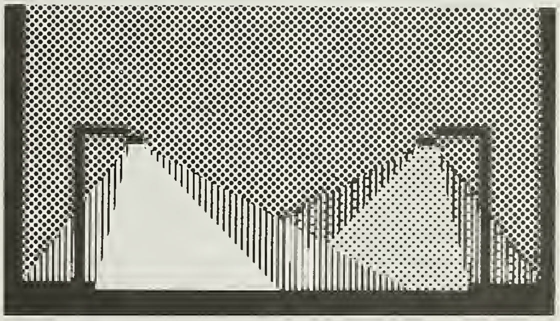




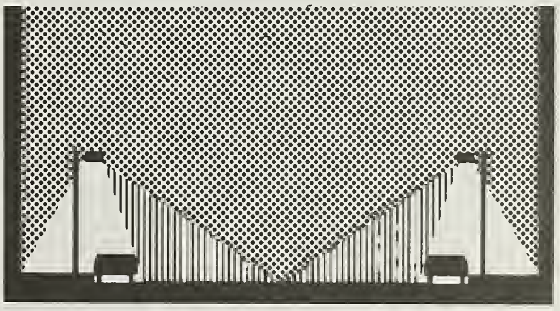
MAJOR THROUGH STREETS: Intense light, sidewalk and walls well-illuminated, blue-white light, paired spacing of high light standards.



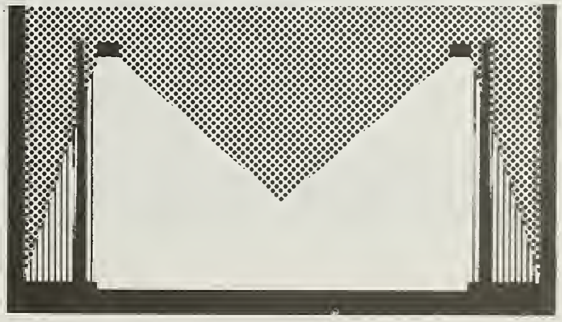
COLLECTOR STREETS: Well-lighted streets and side walks, color-corrected (white) light, alternate spacing of intermediate height light standards.



LOCAL STREETS: Low glare, warm color light, alternate spacing of low height light standards.

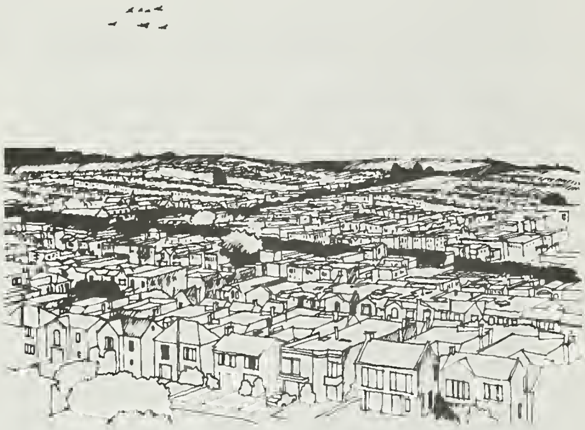


IMPORTANT INTERSECTIONS: More intense light focussed upon intersections and crosswalks.



8. Large-scale or extensive planting on major roadways that define areas of the city can enhance the importance of the roadways as both thoroughfares and visual boundaries.

   COMMENT: The extensive landscaping along the James Lick Freeway at Potrero Hill is one example. Other "boundaries" such as Nineteenth Avenue, Ocean Avenue and Monterey Boulevard could be made clearer by such planting.



9. Special lighting fixtures and quality of light can enhance the identity of districts, distinctive areas, and important shopping streets.

10. Views from roadways that reveal major destinations or that provide overlooks of important routes and areas of the city assist the traveler in orientation.

    COMMENT: Traveling north along San Jose Avenue, the driver's position and direction are confirmed by the view of downtown across the Mission District.

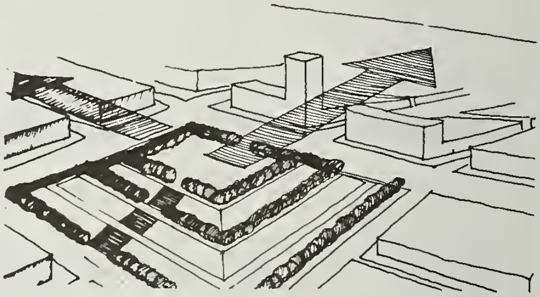
11. Arterial routes can be clarified by screening unattractive or distracting elements with landscaping when such elements cannot be removed.

    Natural foliage can soften and modify the effect of extensive retaining walls, large bleak surfaces or unattractive views. The terraced retaining wall along the east side of Potrero Hill is an example of suchlandscaping.

12. Open spaces with direct views down streets have a greater sense of spaciousness and can be seen more easily from a distance.

    A: Hilltop open space larger than a block provides views down abutting streets.

    B: Hilltop open space occupying a single block and surrounded by buildings provides views only from its edges, obliquely down streets.



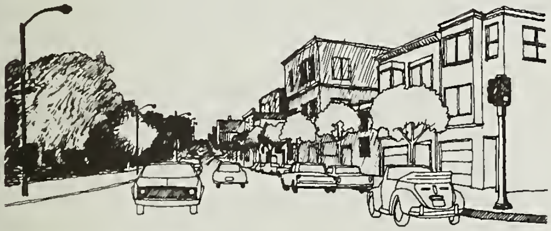
C: Smaller open space on a hill occupying the street right-of-way provides direct views down the street.

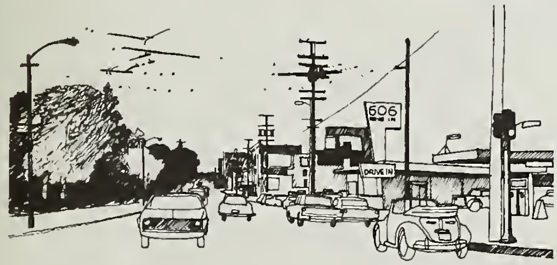
13. Hilltop roads and open spaces provide panoramic views of adjacent buildings are far enough below the viewpoint.

14. Highly visible open space presents a refreshing contrast to extensive urban development.

15. Strong and organized development adjacent to parks creates an effective contrast and makes the street space between the two a pleasing space to be in.

Weak and disorganized development adjacent to parks neither complements nor effectively contrasts with the park edge.





16. Certain streets, because of unusual width or direction, are important form elements in themselves, giving identity to districts and order to the city structure.

COMMENT: Columbus Avenue and Market Street are examples of such streets. Any major interruptions of these streets would reduce their value as form elements.

17. Wide streets with low and/or scattered buildings are poorly defined and do not contribute to an orderly city pattern and image.

18. Green space closing a street provides an accent on an upper slope or top of hill.

19. Uninterrupted grid streets in flat areas often result in monotonous vistas.

Closure formed by planting contains the street space, creating a more comfortable environment.

20. The width of intersecting streets, the information displayed on street signs, and the type and location of traffic control elements can indicate the function and relative importance of streets.

COMMENT: These diagrams illustrate how the relative importance of streets can be expressed at intersections. For some intersection conditions different arrangements of curb alignment, control devices or information may be required.

LEGEND

TRAFFIC CONTROL DEVICES

● Lights

○ Signs

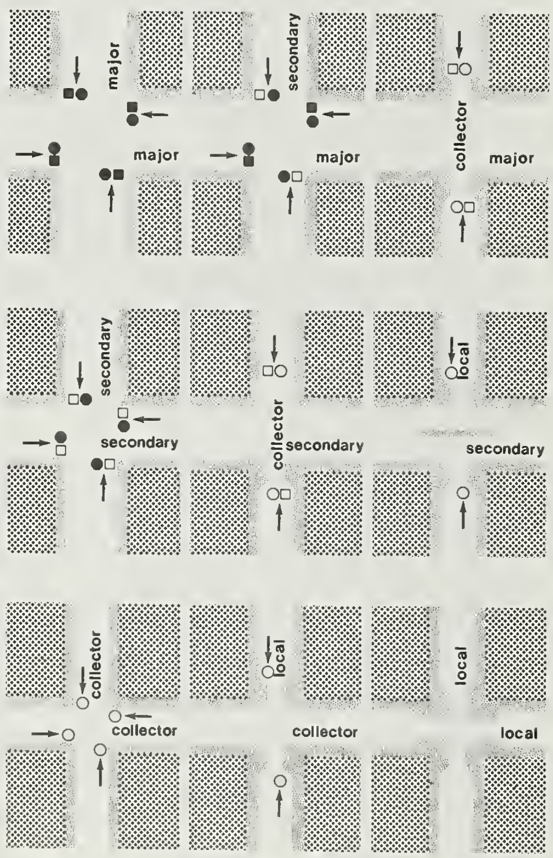
ROUTE, DESTINATION AND OTHER STREET INFORMATION

■ Important signs:
Larger than used on other streets

☐ Optional signs:
Smaller than used on major streets

DIRECTION OF TRAFFIC SERVED

→


major
secondary
collector
major
major
major
secondary
local
collector
secondary
secondary
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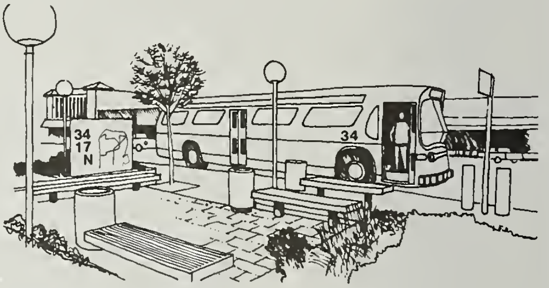
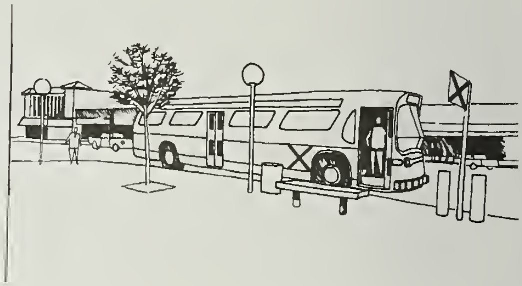
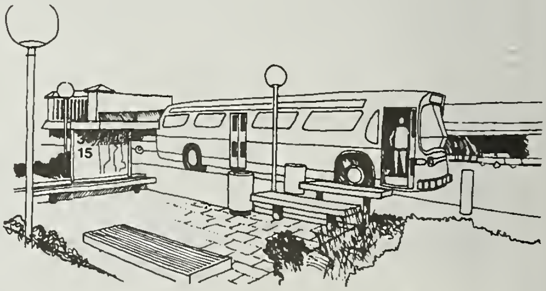
21. Transit routes, stops and transfer points can be more easily understood and remembered if they are distinctively identified by signs, landscaping and illumination.



A: Attractive, easily seen symbols at bus stops that indicate the type of service and the route can facilitate use of the transit system.



B: The importance of transfer points can be expressed by the amount and type of landscaping, provision of shelters for waiting passengers, and nighttime lighting.



POLICIES

Image and Character

POLICY 1

Recognize and protect major views in the city, with particular attention to those of open space and water.

Views contribute immeasurably to the quality of the city and to the lives of its residents. Protection should be given to major views whenever it is feasible, with special attention to the characteristic views of open space and water that reflect the natural setting of the city and give a colorful and refreshing contrast to man's development.

Overlooks and other viewpoints for appreciation of the city and its environs should be protected and supplemented, by limitation of buildings and other obstructions where necessary and by establishment of new viewpoints at key locations.

Visibility of open spaces, especially those on hilltops, should be maintained and improved, in order to enhance the overall form of the city, contribute to the distinctiveness of districts and permit easy identification of recreational resources. The landscaping at such locations also provides a pleasant focus for views along streets.

POLICY 2

Recognize, protect and reinforce the existing street pattern, especially as it is related to topography.

Streets are a stable and unifying component of the city pattern. Changes in the street system that would significantly alter this pattern should be made only after due consideration for their effects upon the environment. Such changes should not counteract the established rhythm of the streets with respect to topography, or break the grid system without compensating advantages.

The width of streets should be considered in determining the type and size of building development, so as to provide enclosing street facades and complement the nature of the street. Streets and development bordering open spaces are especially important with respect to the strength and order in their design. Where setbacks establish facade lines that form an important component of a street's visual character, new and remodeled buildings should maintain the existing facade lines.

Streets cutting across the normal grid pattern produce unusual and often beneficial design relationships that should not be weakened or interrupted in building development. Special consideration should be given to the quality of buildings and other features closing major vistas at the ends of these and other streets.

POLICY 3

Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.

Buildings, which collectively contribute to the characteristic pattern of the city, are the greatest variable because they are most easily altered by man. Therefore, the relationships of building forms to one another and to other elements of the city pattern should be moderated so that the effects will be complementary and harmonious.

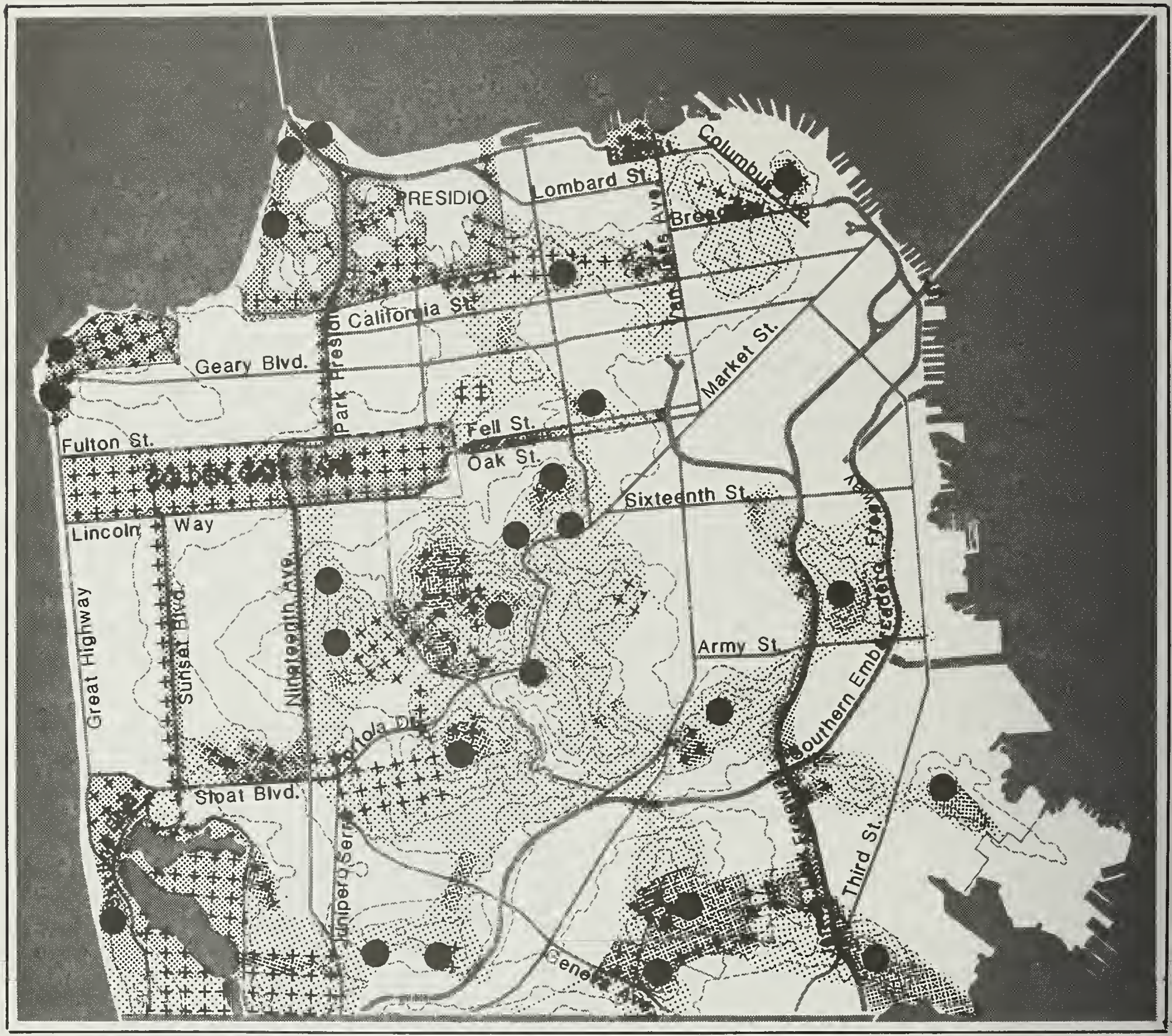
The general pattern of buildings should emphasize the topographic form of the city and the importance of centers of activity. It should also help to define street areas and other public open spaces. Individual buildings and other structures should stand out prominently in the city pattern only in exceptional circumstances, where they signify the presence of important community facilities and occupy visual focal points that benefit from buildings and structures of such design.

The form of buildings is covered in greater detail in this Plan under the section on Major New Development.

POLICY 4

Protect and promote large-scale landscaping and open space that define districts and topography.

Open spaces provide a unifying and often continuous framework across the city. These open spaces are most prominent when they occur on hills and ridges and when they contain large trees and other large-scale masses of landscaping. Future landscaping efforts, both public and private, should be directed toward


PRESIDIO
Lombard St.
Columbus Ave
Broadway
Van Ness Ave
California St.
Geary Blvd.
Park Presidio
Market St.
Fell St.
Oak St.
Fulton St.
GOLDEN GATE PARK
Lincoln Way
Sixteenth St.
Great Highway
Sunset Blvd.
Nineteenth Ave.
Army St.
Portola Dr.
Sloat Blvd.
Junipero Serra
Southern Embarcadero Fwy.
Third St.
Geneva Ave.

PLAN TO STRENGTHEN CITY PATTERN THROUGH VISUALLY PROMINENT LANDSCAPING

Map 1

PUBLIC	PRIVATE	
▨ + + + + +	+ + + + +	Existing Landscaping to be Preserved
▨	▨	New Landscaping to be Installed or Encouraged
●		Important Vista Points to be Protected

0
ONE MILE

preservation of existing trees and other planting that contribute to this framework, and toward addition of large-scale landscaping that will add to and fill out the framework.

Where open spaces of any kind can be made more prominent by addition of new or large-scale landscaping, such additions should be made in order to enhance the city pattern and make the open spaces more visible in nearby neighborhoods. New building development should respect existing landscaping and avoid displacing or obscuring it. In the event that such landscaping must be displaced or obscured, a strong effort should be made to replace it with new landscaping of equal or greater prominence.

Oganization and Sense of Purpose

POLICY 5

Emphasize the special nature of each district through distinctive landscaping and other features.

The design of improvements for street areas, and to some extent for private properties as well, should capitalize on opportunities to emphasize the distinctive nature of districts and neighborhoods.

Street landscaping, in particular, can be selected and designed according to a special theme for each area, providing a sense of place in addition to its other amenities. Planting for public open spaces and on private properties can be carried out in the same way, taking account of established themes and the differences in climate among districts. Distinctiveness can also be imparted by preservation and highlighting of architectural features common to the area, and the use of special materials and colors in buildings.

POLICY 6

Make centers of activity more prominent through design of street features and by other means.

Shopping streets and other centers for activity and congregation of people should stand out in an attractive manner in their districts. Some such centers, in appropriate cases, will have buildings larger than those in the surrounding area, while others will be set off only by their distinctive design treatment.

Street landscaping of a type and size appropriate to the area should be used, as well as lighting that identifies the area through special fixtures and quality of light. Sidewalk treatment should be coordinated, with distinctive paving, benches and other elements suitable to the needs and desires of merchants, shoppers and other people using the area. Building facades and the total composition of the activity center should be designed to make clear the geographical extent of the center and its relationship to the district.

POLICY 7

Recognize the natural boundaries of districts, and promote connections between districts.

Visually prominent features such as hills, roadways and large groves of trees often identify the edges of districts and neighborhoods. Although these features should not be regarded as barriers to movement from one area to another, they do have the advantage of creating an awareness of districts and neighborhoods within the total city pattern.

The positive effects of natural district boundaries should be emphasized in decisions affecting visually prominent features such as new roadways and large-scale landscaping. At the same time these same types of features can be useful links between districts, and between parks and other public and semi-public facilities. Connections between districts and facilities should be improved, with special attention to the possibilities for landscaped pathways that will provide an alternative to the street system in movement about the city.

Orientation for Travel

POLICY 8

Increase the visibility of major destination areas and other points for orientation.

In travel about the city, the ability to see one's destination and other points of orientation is an important product of the city pattern. Such an ability should be fostered in public and private development.

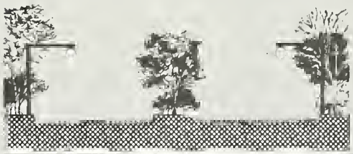
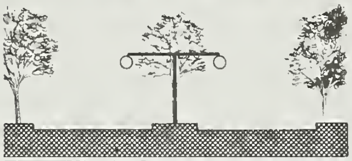
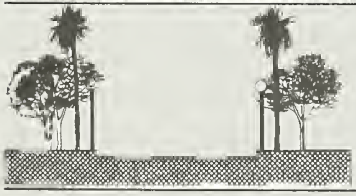
The design of streets, the determination of street use and the control of land uses and building types along streets should all be carried out with the visibility of such orienting features taken into account. Views from streets and other public areas should be preserved, created and improved where they include the water, open spaces, large buildings and other major features of the city pattern. Entranceways to the city and to districts are of special concern in this respect, as are lateral and downhill views that show a panorama or corridor with prominent features.

POLICY 9

Increase the clarity of routes for travelers.

Many types of improvements can be made in street areas and in their surroundings to provide greater clarity and increase the ease of travel. Once such improvements have been made, adequate maintenance of them is of equal importance.

Among the least difficult actions would be development of a better system of identifying and directional signs, through improvement of verbal messages, symbols, graphic design and sign placement.

STREET CROSS SECTION		LANDSCAPING	LIGHTING
	▮	**Buffer Planting** • Screening effect where appropriate and possible • Trees and shrubs with close spacing • Variation in species and size • Include center median where street width allows • Maximize and enhance scenic opportunities	**Highest Intensity** • COLOR OF LIGHT: white • LIGHT SOURCE: visible • LIGHT STANDARDS: high, alternate spacing
	○○○○○○○	**Formal Design** • Minimum variation in species • Large size trees • Even, close spacing • Include center median where appropriate	**High Intensity** • COLOR OF LIGHT: white • LIGHT SOURCE: highly visible • LIGHT STANDARDS: high, paired spacing or in median
	•••••••••••	**Less Formal Design** • Some variation in species • Medium to large size trees • Even spacing	**Medium Intensity** • COLOR OF LIGHT: white, color-corrected • LIGHT SOURCE: visible • LIGHT STANDARDS: medium high, alternate spacing
	▨	**Informal Design** • Variation in species, size and spacing • Theme trees for districts	**Medium Intensity** • COLOR OF LIGHT: warm • LIGHT SOURCE: least visible or concealed • LIGHT STANDARDS: low, alternate spacing, pedestrian oriented

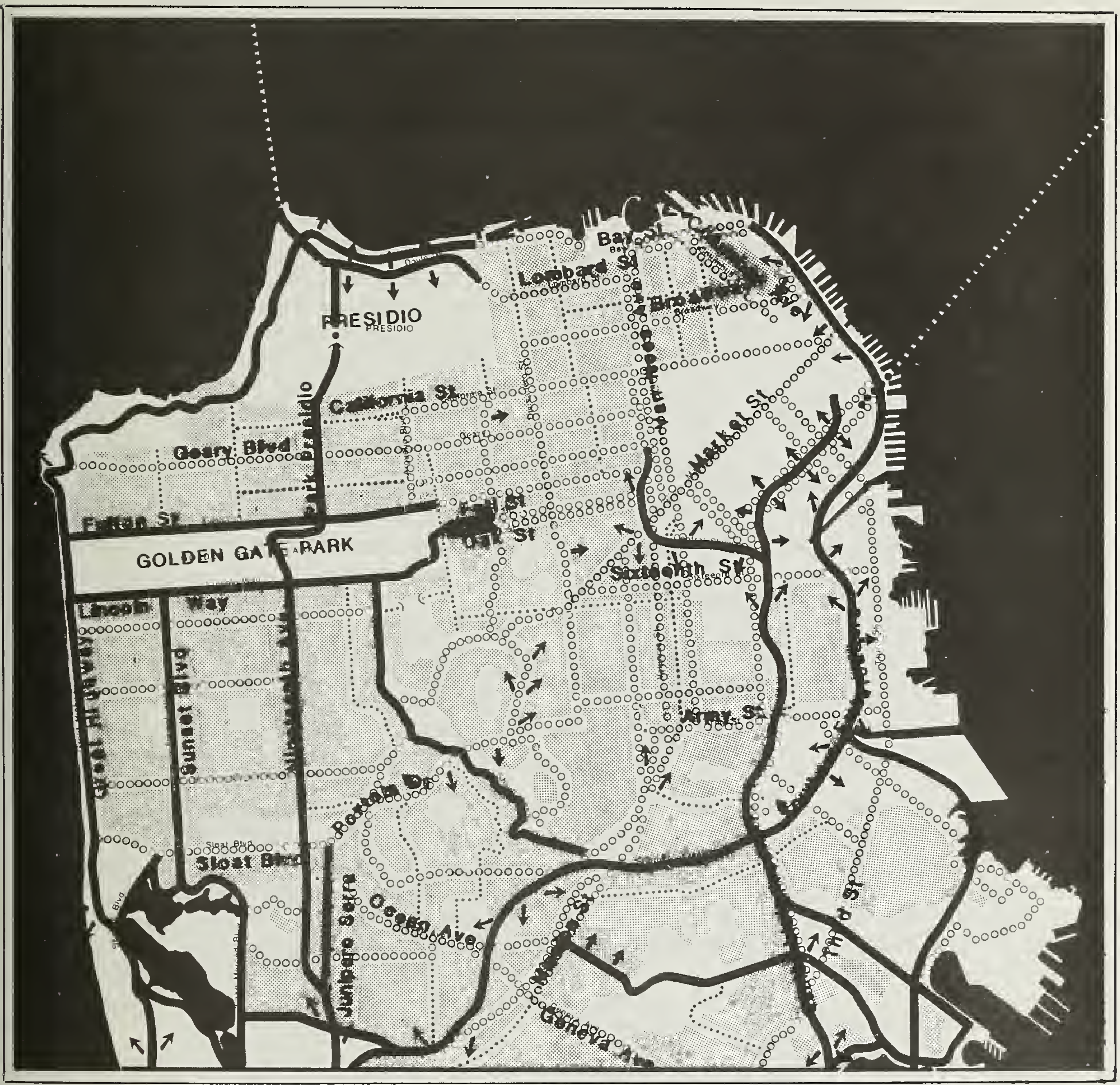
Note: Street cross sections are diagrammatic and indicate only the desired characteristics.

SPECIAL CONSIDERATIONS

●●●●● BRIDGE APPROACH LIGHTING: distinctive color

▬ ACTIVITY AREA LIGHTING: high intensity, warm tone

← IMPORTANT VIEWS: should not be blocked by landscaping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Market St
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Lincoln Way
Great Highway
Sunset Blvd
Nineteenth Ave
Army St
Portola Dr
Sloat Blvd
Junipero Serra
Ocean Ave
Mission St
Third St
Geneva Ave

PLAN FOR STREET LANDSCAPING AND LIGHTING

Map 2

0 ONE MILE

Although trafficway signs should be improved, the purpose and direction of traffic channels should also be made as clear as possible through design of the channels themselves. The roadway should be consistent in width and materials, with channels separated by islands and dividers where possible and changes of direction made distinct. At intersections, the differences in importance and function of the intersecting streets should be made visually clear by differences in roadway width, landscaping and lighting. The number of streets intersecting at one point should be minimized, and signs and traffic control devices should be adequate to indicate the movements permitted in all traffic lanes.

The roadway environment should be simplified and made attractive through screening of distracting and unsightly elements by landscaping, walls and buildings. The clutter of wires, signs and disordered development should be reduced. Conflict between unnecessary private signs and street directional signs should be avoided.

Clarity of routes is of similar importance for transit riders. Legible and frequent trafficway signs and an ordered roadway environment will assist these riders. Other improvements should be made in the vicinity of transit stops: these include wider sidewalks, landscaping, lighting and waiting shelters to help identify the stops, and better signs at stops and on vehicles to explain routes, types and frequency of service, and transfer points.

POLICY 10

Indicate the purposes of streets by means of a citywide plan for street landscaping.

Orientation for travel is most effectively provided where there is a citywide system of streets with established purposes: major through streets that carry traffic for considerable distances between districts, local streets that serve only the adjacent properties, and other streets with other types of assigned functions. Once the purposes of streets have been established, the design of street features should help to express those purposes and make the whole system understandable to the traveler.

One type of feature that can be readily adjusted to the street system is landscaping. Accordingly, a plan should be put into effect for street landscaping that indicates the relative importance of streets by the degree of formality of tree planting and the species and size of the trees. In addition to differences in traffic-carrying functions, the plan recognizes the width and visual importance of certain streets, the special nature of various activity areas, and the need for screening or buffering of residential uses along streets carrying heavy traffic. Special consideration is also required for major intersections, and for important views that should not be blocked by landscaping.

POLICY 11

Indicate the purposes of streets by means of a citywide plan for street lighting.

The same considerations that apply to street landscaping under Policy 10 apply to street lighting as well. A plan similar to that for landscaping should therefore be carried out with respect to lighting, with the design and placement of lighting fixtures and the type of illumination determined by street type and other relevant factors.

CONSERVATION

HUMAN NEEDS

In the intensely urban environment of San Francisco, there are things that have not changed. These features provide people with a feeling of continuity over time, and with a sense of relief from the crowding and stress of city life and modern times. As the city grows, the keeping of that which is old and irreplaceable may be as much a measure of human achievement as the building of the new. Certainly, the old should not be replaced unless what is new is better.

Natural areas are one such irreplaceable resource. Few examples remain of the original sand dunes, hills, cliffs and beaches that once characterized the peninsula, and fewer still are the examples of natural ecology. Reduction of such areas by development has continued until recent time, and the city can be seen to have reached an irreducible minimum if it is to keep a sense of unspoiled nature for future generations.

The natural areas answer human needs for rest, quiet, escape from the city's pace and freedom from confinement. They provide places to view the city from afar, but just as often they can turn the viewer's attention to the secluded interior of the area or to the expanses of the Ocean or the Bay.

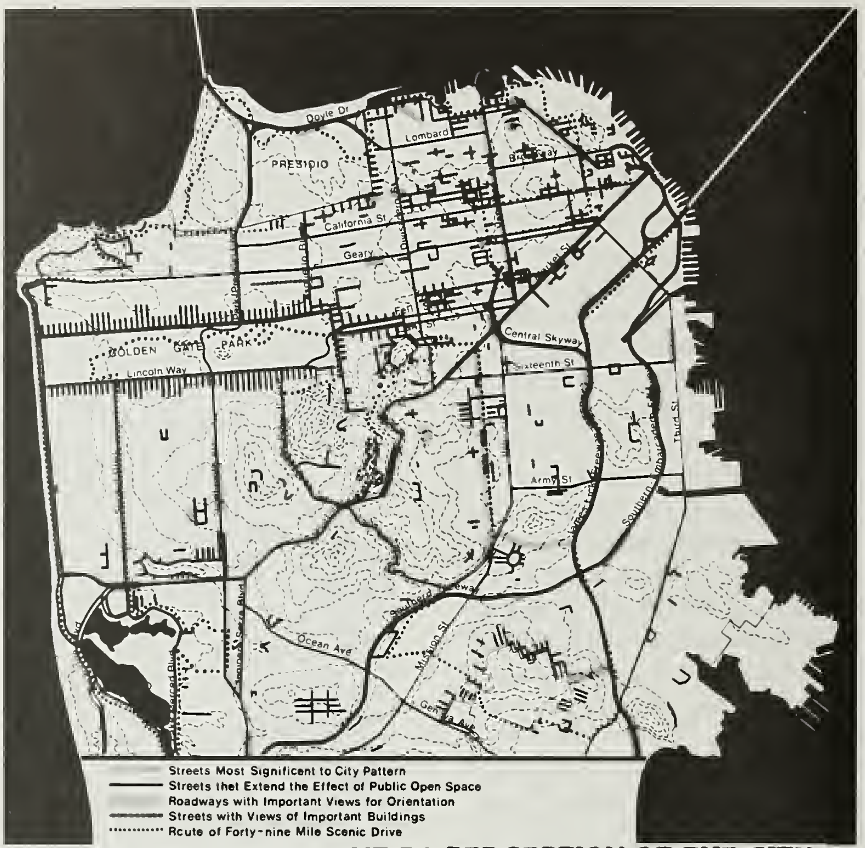
The Bay is itself a resource of nature, although it has been encroached upon by filling and by barriers that prevent access to much of its present shoreline. Hardly any of the original shoreline remains, but the water of the Bay is still a natural area that can be seen and used by the city's residents as an important part of their lives.

The parks and other open spaces developed by man are also resources that change little over time. These areas often approach a natural state, and even as pure open space they would have value for recreation and relief from city congestion. Creation of substantial new open space is both financially and physically difficult, and therefore existing open space has even greater public value as time goes on.

Older buildings, too, lend a sense of permanence and pleasant contrast. They are links with past history, and with earlier styles of development and of living. Buildings that endure maintain a continuous culture and may set standards of excellence with which contemporary development can be compared. In some cases certain buildings may be identified with specific people or events or with great architects. Such buildings are resources for education, recreation and other human enjoyment.

Historic buildings, and in fact nearly all older buildings regardless of their historic affiliations, provide a richness of character, texture and human scale that is unlikely to be repeated often in new development. They help characterize many neighborhoods of the city, and establish landmarks and focal points that contribute to the city pattern.

The work of San Francisco's Landmarks Preservation Advisory Board has been notable as a dedicated effort to gain recognition for the city's heritage of older buildings. A number of landmarks have been designated, but many others are threatened and even those designated will not be permanently retained without the cooperation of their owners. Of equal importance to the designation of individual buildings is the recognition and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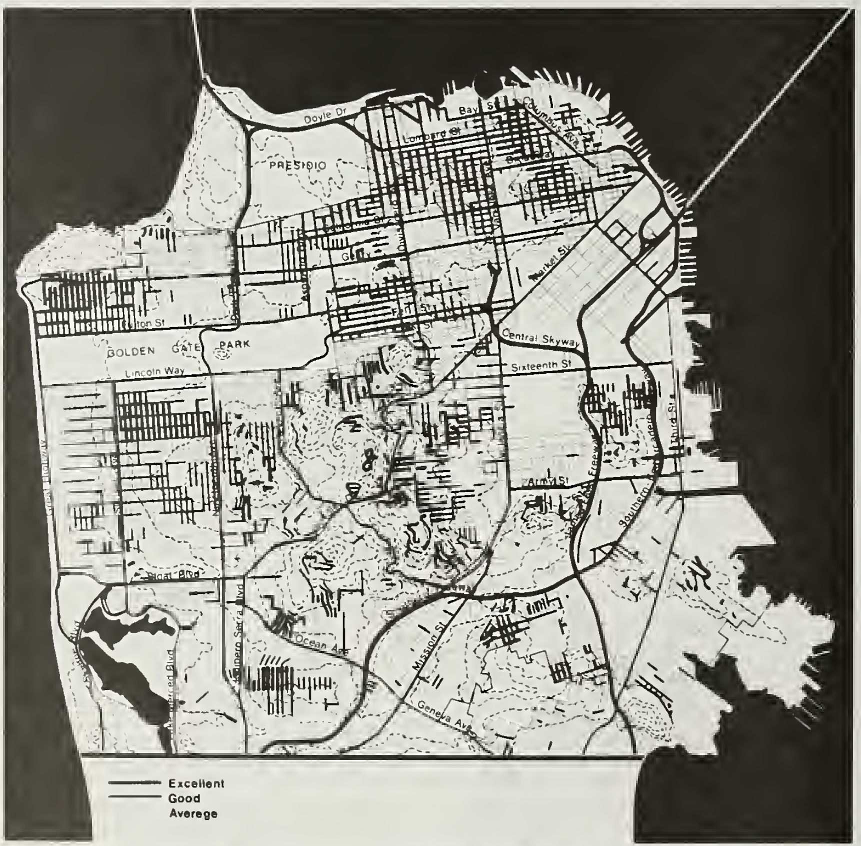
Mission St
Geneva Ave
Streets Most Significant to City Pattern
Streets that Extend the Effect of Public Open Space
Roadways with Important Views for Orientation
Streets with Views of Important Buildings
Route of Forty-nine Mile Scenic Drive

STREETS AREA IMPORTANT TO PERCEPTION OF THE CITY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Lincoln Way
Army St
Third St
Sloat Blvd
Junipero Serra Blvd
Ocean Ave
Mission St
Geneva Ave
Excellent
Good
Average

STREETS IMPORTANT FOR THEIR QUALITY OF VIEWS protection of whole block frontages and areas that exemplify early architectural styles and a high quality of design character. The retention of many of the traditions of San Francisco is dependent upon an expansion of preservation efforts in the future.

There are other developed areas which, though they may not contain individual buildings that are historic or otherwise outstanding, have a special character worthy of preservation. These areas have an unusually fortunate relationship of building scale, landscaping, topography and other attributes that makes them indispensable to San Francisco's image. Threats to the character of these areas are sure to be met with intense concern by their own residents and by the public at large.

The city's streets are a further resource to be conserved. Their value is not merely in the carrying of traffic. Streets are important in perception of the city pattern, since they make visible the city's outstanding features and its points of orientation. Streets also help regulate the organization and scale of building development, spacing out buildings and giving continuity to their facades.

Good views are another product of the street system. A majority of the city's streets may be said to have pleasing views of the Bay, the Ocean, distant hills or other parts of the city. Where good views are not available, streets can still function as open space for use by neighborhood residents and for landscaping to bring some sense of nature to the area.

Where the intensity of development is high, streets may even be necessary to maintain decent levels of light and air for residents and for pedestrians. In these areas, streets are the "breathing space" that permits buildings to reach high density on private properties. In other functions, streets also carry a complex of utility lines and provide access for truck deliveries and police and fire protection.

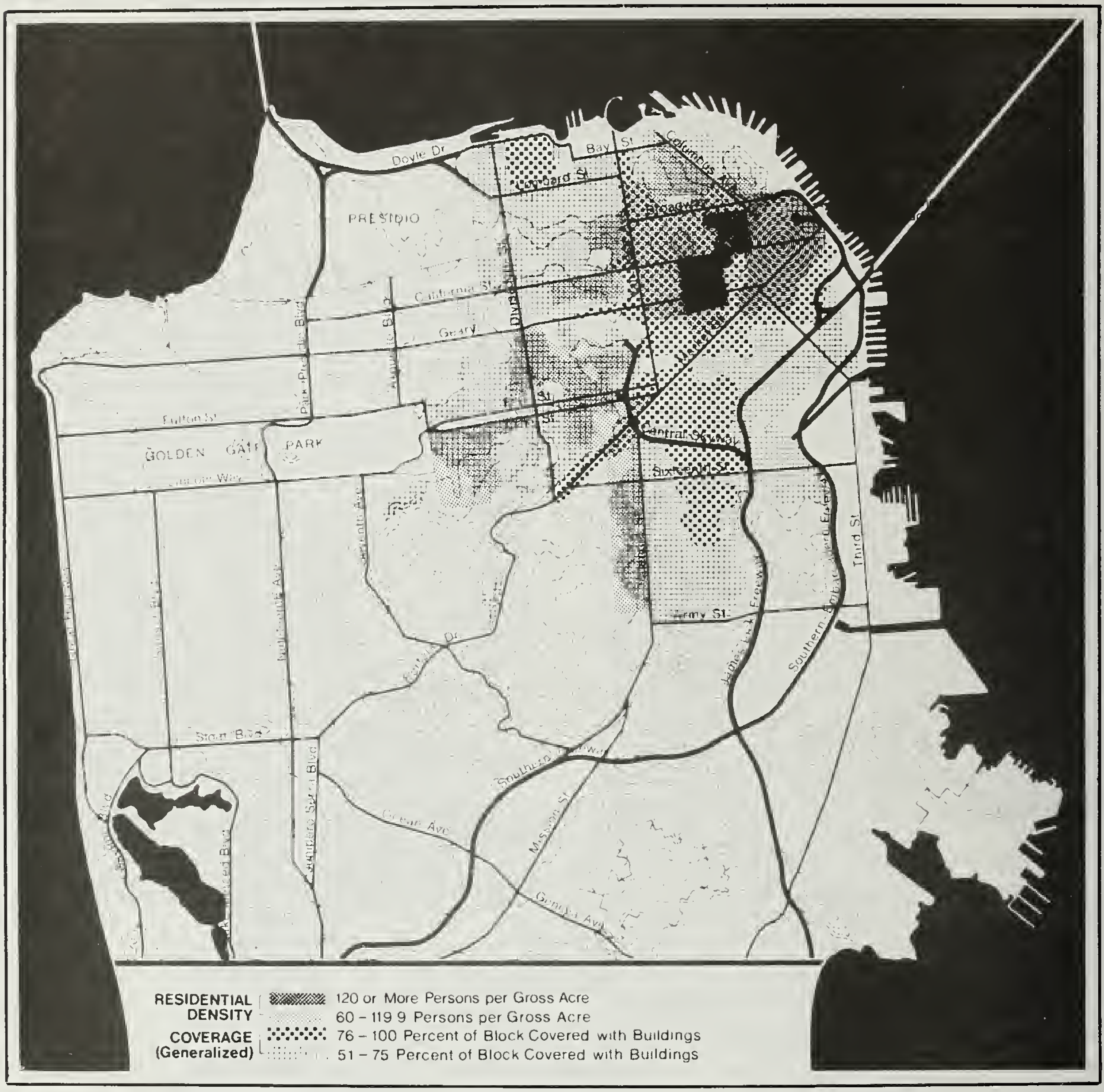
With this great variety of public values in the street system, it is necessary that clear policies be established to determine when streets must be retained in their present state, and when, under exceptional circumstances, street areas may be released for other uses consistent with the public interest.

OBJECTIVE

OBJECTIVE 2

CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

If San Francisco is to retain its charm and human proportion, certain irreplaceable resources must not be lost or diminished. Natural areas must be kept undeveloped for the enjoyment of future generations. Past development, as represented both by distinctive buildings and by areas of established character, must be preserved. Street space must be retained as valuable public open space in the tight-knit fabric of the city.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Central Skyway
Sixteenth St
Army St
Third St
Southern Fwy
Mission St
Ocean Ave
Geneva Ave
Sloat Blvd
Junipero Serra Blvd
RESIDENTIAL DENSITY
120 or More Persons per Gross Acre
60 – 119.9 Persons per Gross Acre
COVERAGE (Generalized)
76 – 100 Percent of Block Covered with Buildings
51 – 75 Percent of Block Covered with Buildings

WHERE STREETS ARE MOST IMPORTANT AS SOURCES OF LIGHT, AIR AND OPEN SPACE **Map 3**

FUNDAMENTAL PRINCIPLES FOR CONSERVATION

These fundamental principles and their illustrations reflect the needs and characteristics with which this Plan is concerned, and describe measurable and critical urban design relationships for conservation.

1. Natural areas and features such as sand dunes, cliffs, hills and beaches— particularly where a relatively undisturbed natural ecology exists— are irreplaceable and of special public value and benefit within an intensely developed city.

   A: The function and beauty of natural areas are significantly diminished by the intrusion of trafficways, parking lots and buildings. These facilities detract less when located in areas that have already been built upon or otherwise developed.

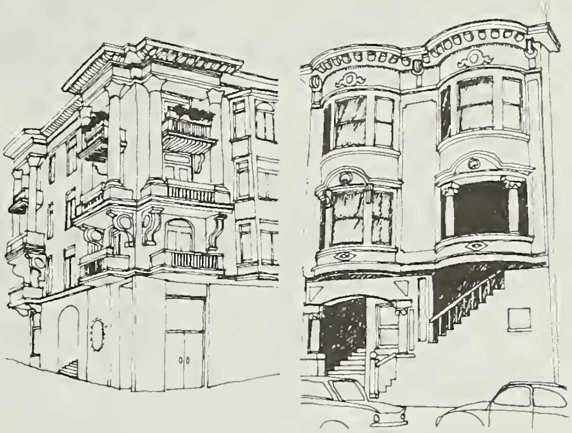
   B: Development for human activity within these areas, such as pathways and service buildings, must be carefully located and designed if it is not to damage the natural landscape.

   C: The value of natural areas can be diminished by views of buildings, parking lots and trafficways in adjacent areas.

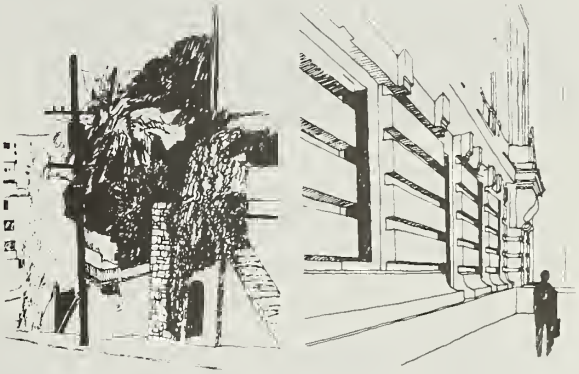
2. New development can enhance and preserve San Francisco's distinctive qualities if it is designed with consideration for the prevailing design character and the effect on surroundings.

3. External details in building facades, entries, stairways, retaining walls and other features provide visual interest and enrichment and are consistent with the historic scale and texture of San Francisco.

A: Richly detailed facades enhance the character of the street by giving it greater visual variety. Such detail often reduces building facades and textures to a more human scale and makes the street a more pleasant place to be.

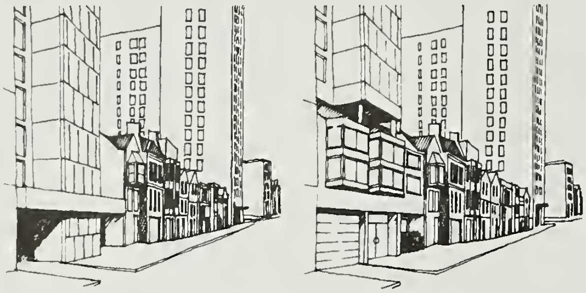


B: Even blank walls may possess visual interest if they are textured and scaled.



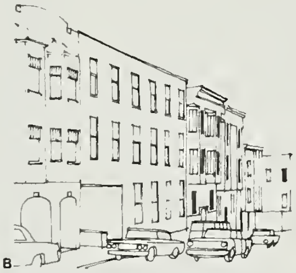
4. To conserve important design character in historic or distinctive older areas, some uniformity of detail, scale, proportion, texture, materials, color and building form is necessary.

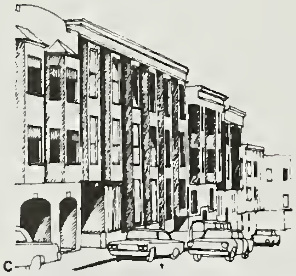
A: Large buildings impair the character of older, small scale areas if no transition is made between small-scale and large-scale elements.



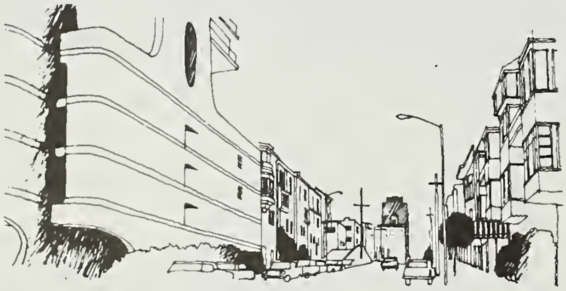
B: New blank facades introduced into areas of older, more detailed buildings detract from neighborhood character.

C: New buildings using textured materials with human scaled proportions are less intrusive in older areas characterized by fine details and scale.





D: Visually strong buildings which contrast severely with their surroundings impair the character of the area.



5. Preservation of San Francisco's strong and continuous downtown street facades will ensure maintenance of that area's distinctive character and spatial quality.

   A consistent commercial facade on neighborhood shopping streets will give definition to these areas and promote activity.

6. New construction can have a positive effect on the area around it if it reflects the character of adjacent older buildings of architectural merit.

7. Renovation and restoration of older, well-designed buildings can preserve the character and interest of the streetscape if the original building design is respected in use of materials and details.

On commercial buildings, signs that fit within the architectural order of the facade do not obscure or damage the building's integrity.

COMMENT: Renovation of the old White House building includes signs that fit the building's facade. The architectural order of the Lincoln Building is almost totally obscured by signs.

8. Historic buildings represent crucial links with past events and architectural styles and, when preserved, afford educational, recreational, cultural and other benefits.

A: Historic buildings often serve as landmarks and focal points for interest, or orientation and add to a neighborhood's visual image.

OPERA HOUSE
1888

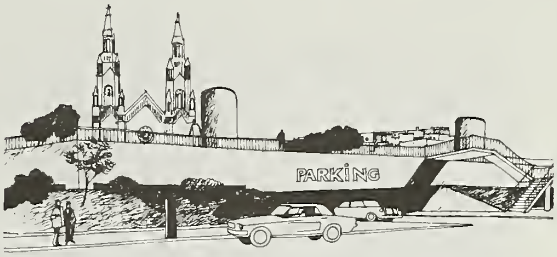
B: Relatively homogeneous groupings of buildings of architectural and historic merit, such as in Jackson Square, are especially rare and irreplaceable.

9. Historic buildings and grounds often provide necessary visual open space or passive recreation areas. Open space in the city can be supplemented by enhancing the semi-recreational functions of historic areas.

Historic buildings and grounds open to the public can function as a recreational resource.

10. Preservation of some older, low and small-scaled buildings and grounds amidst larger building towers will help conserve unique cityscape character, maintain a sense of openness and green space, and produce a more livable environment.

11. Building of parking garages under parks can seriously lessen their natural qualities when the access ramps, air vent and elevator structures and other changes in the park's surface intrude upon the landscape.



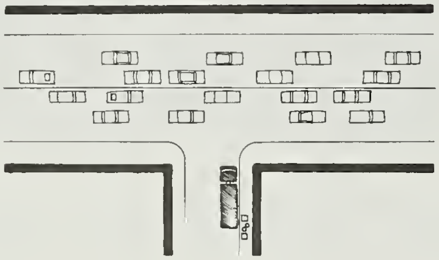
12. Street space provides an important form of public open space, especially in areas of high density that are deficient in other amenities.

COMMENT: Alleys and streets in Chinatown and in the Mission district often serve as recreation places. Building in the street would remove this important resource.

13. Street space provides light, air, space for utilities and access to property.

COMMENT (a): Building development in or over street spaces can reduce light and air.

COMMENT (b): Alleys and small street spaces are often one of the few means for trucks and other service vehicles to stop out of the main stream of traffic. Vacation of them could add to the congestion of other city streets.



14. Street space services as a means to control and regulate the scale and organization of the future development by: a. protecting against the accumulation of overly large parcels of property under single ownership on which massive buildings could be constructed; and b. indirectly controlling the visual scale and density of development, as well as maintaining continuity of facades.

COMMENT: Once vacated, a street space could be built upon to allowable densities. In some critical areas of the city, the addition of dwelling units or floor space on vacated street areas might be acutely felt.

15. Traditional street patterns and spaces can often be essential to maintaining an appropriate setting for historical and architectural landmarks or areas.

COMMENT: Development in the street space abutting historic buildings would destroy the setting.

16. Views from streets can provide a means for orientation and help the observer to perceive the city and its districts more clearly.

17. Blocking, construction or other impairment of pleasing street views of the Bay or Ocean, distant hills, or other parts of the city can destroy an important characteristic of the unique setting and quality of the city.

POLICIES

Natural Areas

POLICY 1

Preserve in their natural state the few remaining areas that have not been developed by man.

Natural areas in the city that remain in their original state are irreplaceable and must not be further diminished. Significant development should not take place in these areas, and facilities necessary to aid in human enjoyment of them should not disturb their visual feeling or natural ecology. Accordingly, parking lots and service buildings should be confined to areas that are already developed, and access pathways should be designed to have a minimum effect upon the natural environment. Where possible, the interior of these natural areas should be out of sight of the developed city.

Lands in public ownership, primarily those of the City and Federal governments, constitute the bulk of these natural areas. Coordinated programs for conservation of both land features and ecology should be carried out, with high priority given to such management functions. Where natural areas are in private ownership, either special incentives or public acquisition should be used to assure a similar degree of preservation.

POLICY 2

Limit improvements in other open spaces having an established sense of nature to those that are necessary, and unlikely to detract from the primary values of the open space.

The recreation and open space values of parks and other open and landscaped areas developed by man ought not to be reduced by unrelated or unnecessary construction. These resources are not expected to be increased substantially in future time, whereas the public need for them will surely grow.

Facilities placed in these areas should be of a public nature and should add to rather than decrease their recreation and open space values. Facilities that can be accommodated outside of established parks and open spaces should be placed at other appropriate locations. Where new facilities are necessary in these parks and open spaces, they should be sited in areas that are already partially developed in preference to areas with a greater sense of nature.

Through traffic, parking lots and major buildings should be kept out of established parks and open spaces where they would be detrimental to recreation and open space values. Parking garages and other facilities should not be placed beneath the surface in these areas unless the surface will retain its original contours and natural appearance. Realignment of existing trafficways in these areas should avoid destruction of natural features and should respect the natural topography with a minimum of cutting and filling. The net effect of any changes in parks and open spaces should be to enhance their visual qualities and beneficial public use.

POLICY 3

Avoid encroachments on San Francisco Bay that would be inconsistent with the Bay Plan or the needs of the city's residents.

The filling of San Francisco Bay over more than a century has already reduced the size of the Bay and the quality and extent of its natural shoreline below acceptable limits. Further filling and replacement of filled areas should be severely limited to cases in which there are strong public purposes to be served and clear opportunities for increased public use and enjoyment of the Bay and its shoreline. These basic policies have been established on a regional basis by the San Francisco Bay Plan.

Development on the Bay shoreline should be related both to the water of the Bay and to the uses and activities that occur inland. Specific plans for sectors of the shoreline adopted by the City should govern the urban design aspects of detailed development, and should emphasize access to the Bay by the city's residents.

Access to the Bay should be considered as a total system in which a maximum of communication with the water is made possible consistent with other shoreline uses. Access includes physical contact with the water and the shore at recreation areas, and it also includes visual contact through views of the water and of water-related activities. The system of access requires careful review of development and land use at the water's edge, and similar review of projects further inland that will affect physical and visual contact with the water.

Richness of Past Development

POLICY 4

Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

Older buildings that have significant historical associations, distinctive design or characteristics exemplifying the best in past styles of development should be permanently preserved. The efforts of the Landmarks Preservation Advisory Board should be supported and strengthened, and a continuing search should be made for new means to make landmarks preservation practical both physically and financially.

Criteria for judgment of historic value and design excellence should be more fully developed, with attention both to individual buildings and to areas or districts. Efforts for preservation of the character of these landmarks should extend to their surroundings as well. Preservation measures should not, however, be entirely bound by hard-and-fast rules and labels, since to some degree all older structures of merit are worthy of preservation and public attention. Therefore, various kinds and degrees of recognition are required, and the success of the preservation program will depend upon the broad interest and involvement of property owners, improvement associations and the public at large.

POLICY 5

Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.

Although the Landmarks Preservation Advisory Board and other agencies have certain powers relative to the exterior remodeling of designated landmarks, the problem of detrimental remodelings is far broader. The character and style of older buildings of all types and degrees of merit can be needlessly hidden and diminished by misguided improvements. Architectural advice, and where necessary and feasible the assistance of public programs, should be sought in order to assure than the richness of the original design and its materials and details will be restored.

Care in remodelings should be exercised in both residential and commercial areas. Along commercial streets, the signs placed on building facades must be in keeping with the style and scale of the buildings and street, and must not interfere with architectural lines and details. Compatible signs require the skills of architects and graphics designers. In commercial areas as well as residential neighborhoods, the interest and participation of property owners and occupants should be enlisted in these efforts to retain and improve design quality.

POLICY 6

Respect the character of older development nearby in the design of new buildings.

Similar care should be exercised in the design of new buildings to be constructed near historic landmarks and in older areas of established character. The new and old can stand next to one another with pleasing effects, but only if there is a similarity or successful transition in scale, building form and proportion. The detail, texture, color and materials of the old should be repeated or complemented by the new.

Often, as in the downtown area and many district centers, existing buildings provide strong facades that give continuous enclosure to the street space or to public plazas. This established character should also be respected. In some cases, formal height limits and other building controls may be required to assure that prevailing heights or building lines or the dominance of certain buildings and features will not be broken by new construction.

POLICY 7

Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

All areas of San Francisco contribute in some degree to the visual form and image of the city. All require recognition and protection of their significant positive assets. Some areas may be more fortunately endowed than others, however, with unique characteristics for which the city is famous in the world at large. Where areas are so outstanding, they ought to be specially recognized in urban design planning and protected, if the need arises, from inconsistent new development that might upset their unique character.

These areas do not have buildings of uniform age and distinction, or individual features that can be readily singled out for preservation. It is the combination and eloquent interplay of buildings, landscaping, topography and other attributes that makes them outstanding. For that reason, special review of building proposals may be required to assure consistency with the basic character and scale of the area. Furthermore, the participation of neighborhood associations in these areas in a cooperative effort to maintain the established character, beyond the scope of public regulation, is essential to the long-term image of the areas and the city.

SPECIAL CHARACTERISTICS OF OUTSTANDING AND UNIQUE AREAS

TELEGRAPH HILL

A hilltop park with the highly visible green of trees from which Coit Tower rises above all else.

Low, small-scale buildings having predominantly flat roofs and light pastel colors, hugging the topography in a highly articulated form which contrasts with the power of downtown construction.

Cliffs and complex stairs and walkways on the east side above the waterfront, with buildings perched precariously along the slope and trees interspersed.

Intimate pedestrian scale and texture of streets and housing, with sudden and dramatic views of the Bay and downtown through narrow openings.

RUSSIAN HILL

A harmonious, balanced relationship of low, small-scale older buildings and tall, slender towers. Increasing height of buildings toward the top that emphasizes the hill form and sets Russian Hill apart from other high areas to the south and west.

Varied and well-tended landscaping in parks, yards and streets that provides a rich background for the buildings and a cascading effect on the slopes.

Highly detailed buildings and many retaining walls that articulate the hill and provide warmth of color.

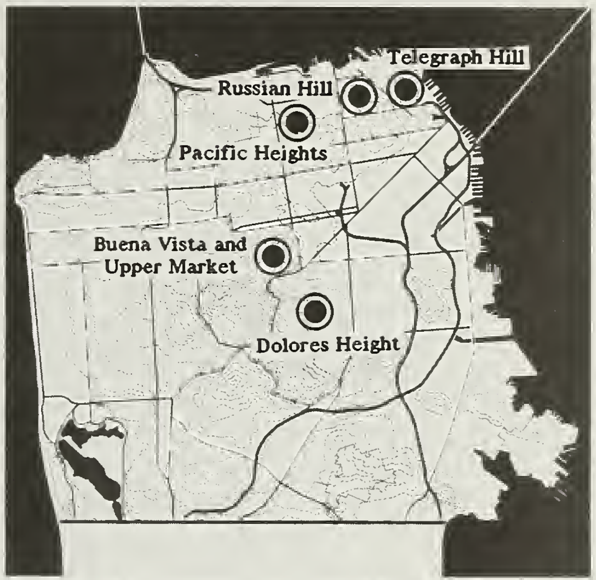
PACIFIC HEIGHTS

A sequence of building heights rising steadily up the north slope to the top of the ridge. Emphasis of this sequence, and of the contrasts of low and high buildings, by the dark colors of trees and houses at the base of lighter apartment towers.

Outstanding Bay views down streets and across the formally landscaped grounds of detached houses.

Spacious and distinguished residences with richness of detail and materials, including works of outstanding architects and excellent examples of the Victorian period.

Well-landscaped and well-proportioned street areas, with building setbacks and fine details in stairways, fences and paving patterns.



OUTSTANDING AND UNIQUE AREAS

BUENA VISTA AND UPPER MARKET

Exceptional variety produced by differences in street patterns across an uneven chain of hills, and a diverse mixture of building styles and roof types.

A finely scaled building pattern of small wall surfaces and pastel colors, with highly visible planting on steep slopes.

Hilltop parks easily seen from below, with excellent views of the city from a central location.

Houses of varied sizes and individual forms having interesting setbacks, cornices and bay windows, many of notable architectural quality.

DOLORES HEIGHTS

A uniform scale of buildings, mixed with abundant landscaping in yards and steep street areas.

Rows of houses built from nearly identical plans that form complete or partial block frontages, arranged on hillside streets as a stepped-down series of flat or gabled roofs.

Building setbacks with gardens set before Victorian facades and interesting entryways.

Street Space

POLICY 8

Maintain a strong presumption against the giving up of street areas for private ownership or use, or for construction of public buildings.

Street areas have a variety of public values in addition to the carrying of traffic. They are important, among other things, in the perception of the city pattern, in regulating the scale and organization of building development, in creating views, in affording neighborhood open space and landscaping, and in providing light and air and access to properties.

Like other public resources, streets are irreplaceable, and they should not be easily given up. Short-term gains in stimulating development, receipt of purchase money and additions to tax revenues will generally compare unfavorably with the long-term loss of public values. The same is true of most possible conversions of street space to other public uses, especially where construction of buildings might be proposed. A strong presumption should be maintained, therefore, against the giving up of street areas, a presumption that can be overcome only by extremely positive and far-reaching justification.

POLICY 9

Review proposals for the giving up of street areas in terms of all the public values that streets afford.

Every proposal for the giving up of public rights in street areas, through vacation, sale or lease of air rights, revocable permit or other means, shall be judged with the following criteria as the minimum basis for review:

a. No release of a street area shall be recommended which would result in:

(1) Detriment to vehicular or pedestrian circulation;

(2) Interference with the rights of access to any private property;

(3) Inhibiting of access for fire protection or any other emergency purpose, or interference with utility lines or service without adequate reimbursement;

(4) Obstruction or diminishing of a significant view, or elimination of a viewpoint;

(5) Elimination or reduction of open space which might feasibly be used for pulic landscaping or public recreation;

(6) Elimination of street space adjacent to a public facility, such as a park, where retention of the street might be of advantage to the public facility;

(7) Elimination of street space that that has formed the basisfor creation of any lot, or construction or occupancy of any building according to standards that would be violated by discontinuance of the street;

(8) Enlargement of a property that would result in (i) additional dwelling units in a multi-family area; (ii) excessive density for workers in a commercial area; or (iii) a building of excessive height or bulk;

(9) Reduction of street space in areas of high building intensity, without provision of new open space in the same area of equivalent amount and quality and reasonably accessible for public enjoyment;

(10) Removal of significant natural features, or detriment to the scale and character of surrounding development.

(11) Adverse effect upon any element of the Master Plan or upon an area plan or other plan of the Department of City Planning; or

(12) Release of a street area in any situation in which the future development or use of such street area and any property of which it would become a part is unknown.

b. Release of a street area may be considered favorably when it would not violate any of the above creteria and when it would be:

(1) Necessary for a resubdivision, redevelopment project or other project involving assembly of a large site, in which a new and improved pattern would be substituted for the existing street pattern;

(2) In furtherance of an industrial project where the existing street pattern would not fulfill the requirements of modern industrial operations;

(3) Necessary for a significant public or semi-public use, where the nature of the use and the character of the development proposed present strong justifications for occupying the street area rather than some other site;

(4) For the purpose of permitting a small-scale pedestrian crossing consistent with the principles and policies of The Urban Design Element; or

(5) In furtherance of the public values and purposes of streets as expressed in The Urban Design Element and elsewhere in the Master Plan.

POLICY 10

Permit release of street areas, where such release is warranted, only in the least extensive and least permanent manner appropriate to each case.

In order to avoid the unnecessary permanent loss of streets as public assets, methods of release short of total vacation should be considered in cases in which some form of release. is warranted. Such lesser methods of release permit later return of the street space to street purposes, and allow imposition of binding conditions as to development and use of the street area.

Mere closing of the street to traffic should be used when it will be an adequate method of release. Temporary use of the street should be authorized when permanent use is not necessary. A revocable permit should be granted in preference to street vacation. And sale or lease of air rights should be authorized where vacation of the City's whole interest is not necessary for the contemplated use. In any of these lesser transactions, street areas should be treated as precious assets which might be required for unanticipated public needs at some future time.

MAJOR NEW DEVELOPMENT

HUMAN NEEDS

Much of the characteristic pattern of San Francisco has remained the same, and yet change is continuous. New development stands out because it is new and because it is different — sometimes quite different from what the city has known before. The effect upon the pattern of the city and its neighborhoods is often auspicious, but at times it is not. As rebuilding occurs, there may be changes in the city's essential qualities.

The fitting in of new development is, in a broad sense, a matter of scale. It requires a careful assessment of each building site in terms of the size and texture of its surroundings, and a very conscious effort to achieve balance and compatibility in the design of the new building. Good scale depends upon a height that is consistent with the total pattern of the land and of the skyline, a bulk that is not overwhelming, and an overall appearance that is complementary to the building forms and other elements of the city. Scale is relative, therefore, since the height, bulk and appearance of past development differ among the districts of the city.

People in San Francisco are accustomed to a skyline and streetscape of buildings that harmonize in color, shape and details. Much effort has been made in the past to relate each new building to its neighbors at both upper and lower levels, and to avoid jarring contrasts that would upset the city pattern. Special care has been accorded the edges of distinct districts, where transitions in scale are especially important. By tradition in San Francisco, as in other great cities of the world, unusual building forms and monumental scale have been reserved for buildings with the greatest significance to the community. These buildings characterize the mood and institutions of the city, and by their quality and nature express the city's aspirations to the world at large.

In questions of scale, the height of buildings haws received the greatest and most continuous public attention. San Francisco has established the most extensive system of legislated height controls in any American city, expressing its concern over building height in this manner since as early as 1927. Nevertheless, a citywide plan for building height has not existed prior to this time, and both residents and visitors have experienced stress and concern at the prospect that the appearance of the skyline may continue to change rapidly without further direction.

Tall buildings are a necessary and expressive form for much of the city's office, apartment, hotel and institutional development. These buildings, as soaring towers in a white city, connote the power and prosperity of man's modern achievements. They make economical use of land, offer fine views to their occupants, and can permit efficient deployment of public services. In recent times, however, new pressures upon the design of these buildings have been produced by increases in technical construction capabilities, in demands for large blocks of floor space, in the breadth of financing methods, and in the image-consciousness of major business firms. As each building becomes larger and the whole city becomes more intensively developed, the challenges for urban design are multiplied.

Exceptional height can have either positive or negative effects upon the city pattern and the nearby environment. A building that is well designed in itself will help to reinforce the city's form if it is well placed, but the same building at the wrong location can be utterly disruptive.

If properly placed, tall buildings can enhance the topographic form and existing skyline of the city. They can orient the traveler by helping to clarify his route and identify his destination. Building height can define districts and centers of activity. These advantages can be achieved without blocking or reduction of views from private properties, public areas or major roadways, if a proper plan for building height is followed. Such a plan must weigh all the advantages and disadvantages of height at each location in the city, and must take into account appropriate established patterns of building height and scale, seeking for the most part to follow and reinforce those patterns. Such a plan must also be applied with recognition of the functional and economic needs for space in major centers for offices, high density apartments, hotels and institutions providing public services.

The remaining aspect of building scale to be considered is that of bulk, or the apparent massiveness of a building in relation to its surroundings. A building may appear to have great bulk whether or not it is of extraordinary height, and the result can be a blocking of near and distant views and a disconcerting dominance of the skyline and the neighborhood. The users of modern building space may find these bulky forms more efficient, and the forms may seem logical for combining several uses in a single development, but such considerations do not measure the external effects upon the city. Neither height limits nor limits upon the amounts of floor space permitted will directly control excessive bulk, and therefore specific attention to this problem is called for.

The apparent bulk of a building depends primarily upon two factors: the amount of wall surface that is visible, and the degree to which the structure extends above its surroundings. Accordingly, a plan seeking to avoid excessive bulkiness must consider the existing scale of development in each area of the city and the effects of topographic form in exposing building sites to widespread view.

The largest potential building sites present the greatest problems and challenges for moderation of building form. On these sites, normal controls over the form and intensity of construction that are intended primarily for smaller sites have less precision, and the external effects of large developments upon the surrounding area and upon the city may be far greater. The stakes are high for both the developers and the future of the city, with a resulting tendency toward controversy and frustration, and unfortunate divisive effects in the community. For these reasons, the larger sites require separate and more intensive consideration in policies relating to building form.

OBJECTIVE

OBJECTIVE 3

MODERATION OF MAJOR NEW DEVELOPMENT TO COMPLEMENT THE CITY PATTERN, THE RESOURCES TO BE CONSERVED, AND THE NEIGHBORHOOD ENVIRONMENT.

As San Francisco grows and changes, new development can and must be fitted in with established city and neighborhood patterns in a complementary fashion. Harmony with existing development requires careful consideration of the character of the surroundings at each construction site. The scale of each new building must be related to the prevailing height and bulk in the area, and to the wider effects upon the skyline, views and topographic form. Designs for buildings on large sites have the most widespread effects and require the greatest attention.

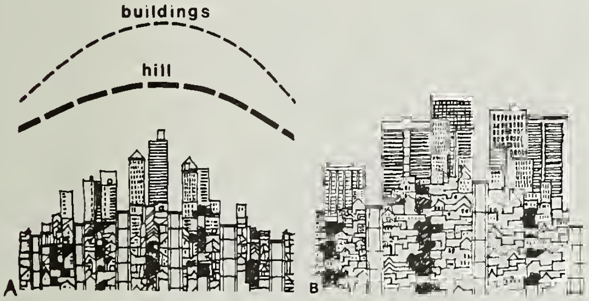
FUNDAMENTAL PRINCIPLES FOR MAJOR NEW DEVELOPMENT

These fundamental principles and their illustrations reflect the needs and characteristics with which this Plan is concerned, and describe measurable and critical urban design relationships in major new development.

1. The relationship of a building's size and shape to its visibility in the cityscape, to important natural features and to existing development determines whether it will have a pleasing or a disruptive effect on the image and character of the city.

   A: Tall, slender buildings near the crown on a hill emphasize the form of the hill and preserve views.

   B: Extremely massive buildings on or near hills can overwhelm the natural land forms, block views, and generally disrupt the character of the city.



   C: Low, smaller-scale buildings on the slopes of hills, at their base and in the valleys between complement topographic forms and permit uninterrupted views.

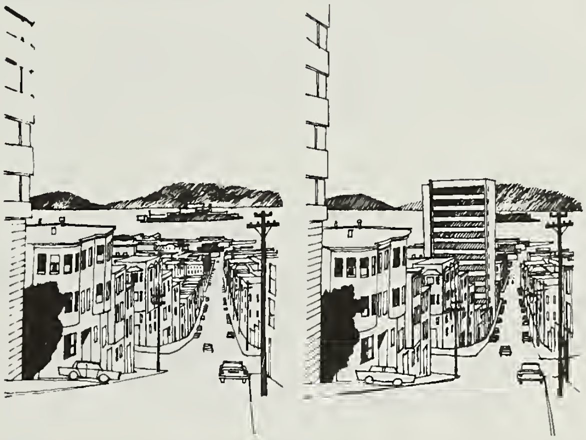
   D: Low buildings along the waterfront contribute to the gradual tapering of height from hilltops to water that is characteristic of San Francisco and allows views of the Ocean and the Bay.

   E: Larger, taller buildings can blend pleasantly with small-scaled areas if the change in scale is not excessive and if their form or surface pattern is articulated to reflect the existing scale.

2. Building siting and massing with respect to street pattern influence the quality of views from street space.

   A: Tall buildings on the tops of hills allow clear views down streets.

   B: Tall buildings on slopes of hills severely restrict views from above.

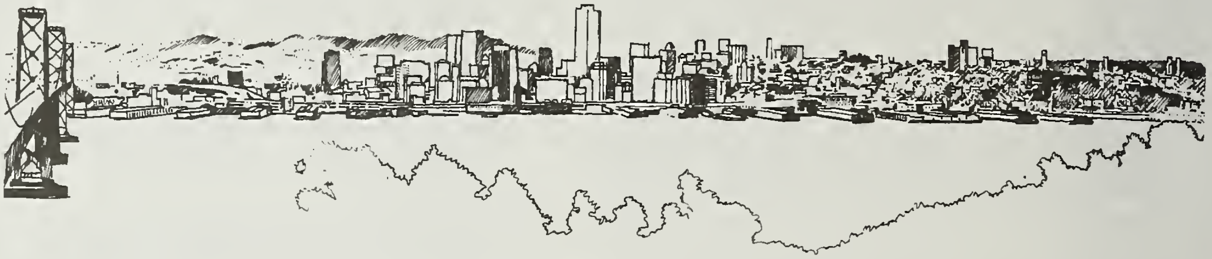


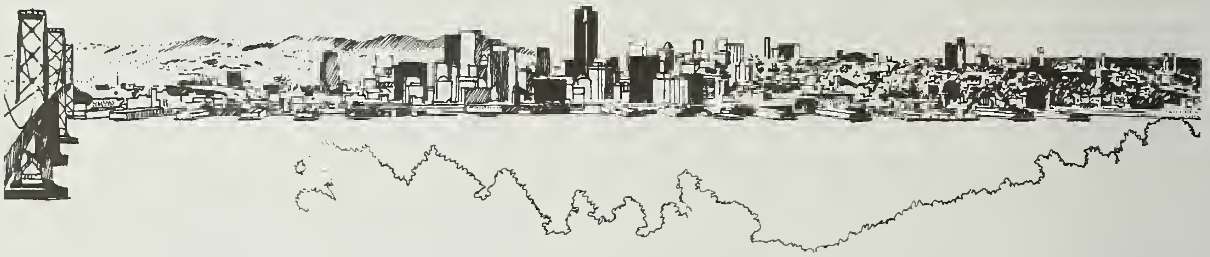
3. Clustering of larger, taller buildings at important activity centers (such as major transit stations) can visually express the functional importance of these centers.

4. The relationship between areas of low, fine-scaled buildings and areas of high, large-scaled buildings can be made more pleasing if the transition in building height and mass between such areas is gradual.

5. Taller or more visually prominent buildings can provide orientation points and increase the physical distinction, variety and contrast of large areas with similar streets and buildings, particularly areas of unrelieved monotony.

6. When highly visible buildings are light in color, they reinforce the visual unity and special character of the city.





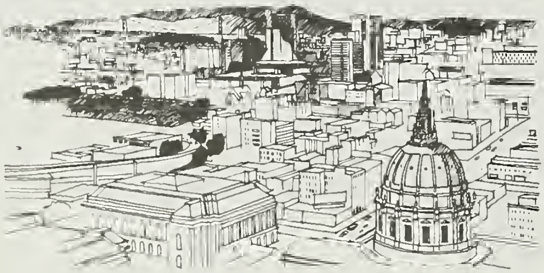
7. Buildings which meet the ground and reflect the slope of the hill relate to the land form.

   Buildings on the downhill side of streets placed on stilts do not relate to the ground visually and create useless, unattractive space beneath.

8. The use of unusual shapes for tall office, hotel or apartment buildings detracts from the clarity of urban form by competing for attention with buildings of greater public significance. The juxtaposition of several such unusual shapes may create visual disorder.

9. Unique building forms can appropriately signify major community facilities.

   COMMENT: The distinctive forms of City Hall and St. Mary's Cathedral clearly indicate their public importance.



10. Major public buildings of symbolic importance may be appropriately located in highly visible settings.

    COMMENT: Major public buildings have traditionally been placed at the focus of axial street views, provided they do not block city views.

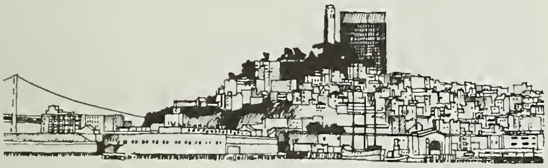
11. A building situated in a visually dominant position, whose exterior is blank and uninteresting, does not relate to surrounding development and tends to repel the observer's attention.

    COMMENT: The exposed location and extensive, uninterrupted mass of the San Francisco College for Women dormitory produce a discordant form relationship to other college buildings, to the hill and top the immediate vicinity.

12. A long or wide building becomes excessively bulky in appearance when its height significantly exceeds that of buildings in the surrounding area.

    COMMENT: While the Federal Office Building is similar in length and width to many large buildings nearby, it exceeds the prevailing building heights and is a discordant element in the skyline.

13. A bulky building creates the most visual disruption when seen from a distance as the dominant silhouette against a background and/or foreground of much smaller structures.



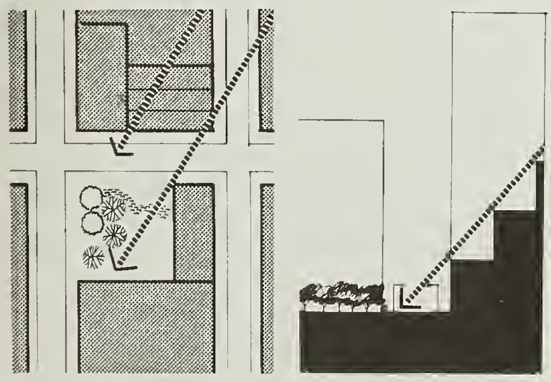
14. Bulky buildings that intrude upon or block important views of the Bay, Ocean or other significant citywide focal points are particularly disruptive.

COMMENT: The Fontana Apartments, near the waterfront, block many public and private views of the Bay and Marin County.

15. Plazas or parks located in the shadows cast by large buildings are unpleasant for the user.

A: Large buildings can be oriented to minimize shadows falling on public or semi-public open spaces.

B: The height and mass of tall, closely packed buildings can be shaped to permit sunlight to reach open spaces.



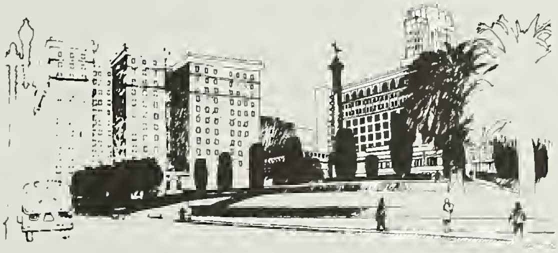
16. Corner plazas can be pleasing if the streets are not excessively wide and if surrounding properties are developed with buildings that define the space well.

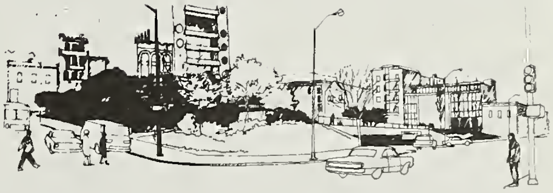
17. Elevated pedestrian levels in large developments, if they relate visually and functionally to the street-level pedestrian system, are easy to find and use and contribute to the consistency of development.

A clearly expressed transition from an elevated pedestrian system to the sidewalk ties the two systems together visually and functionally.

18. Buildings of a uniform height provide good spatial definition of larger public squares or plazas.

Larger public open spaces surrounded by irregular buildings are poorly defined.





POLICIES

Visual Harmony

POLICY 1

Promote harmony in the visual relationships and transitions between new and older buildings.

New buildings should be made sympathetic to the scale, form and proportion of older development. This can often be done by repeating existing building lines and surface treatment. Where new buildings reach exceptional height and bulk, large surfaces should be articulated and textured to reduce their apparent size and to reflect the pattern of older buildings.

Although contrasts and juxtapositions at the edges of districts of different scale are sometimes pleasing, the transitions between such districts should generally be gradual in order to make the city's larger pattern visible and avoid overwhelming of the district of smaller scale. In transitions between districts and between properties, especially in areas of high intensity, the lower portions of buildings should be designed to promote easy circulation, good access to transit, good relationships among open spaces and maximum penetration of sunlight to the ground level.

POLICY 2

Avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance.

Large buildings are most consistent with the visual unity of the city when they are light in color. The characteristics of San Francisco's climate and the varied effects of sunlight through the day in clear and fog-filled skies make bright but subtle hues a life-giving element in the skyline. Prominent new buildings should reflect this pattern.

Buildings of unusual shape stand out in the skyline. They call attention to themselves and correspondingly reduce the visual significance of other features in the city pattern. Such buildings may also create a jarring disharmony that counteracts the traditional blending of regular rectilinear forms in the San Francisco skyline. Unusual shapes, especially in large buildings, should therefore be reserved for structures of broad public significance such as those providing community-wide services.

POLICY 3

Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations.

Certain buildings will achieve visual prominence, whatever their design, because of their exposed locations. Among such locations are those at tops of hills; those fronting on permanent open space such as the Bay, parks, plazas and areas with height limits; those facing wide streets or closing the vista at the end of a street; and those affording a silhouette against the sky, a muted background or a formal order such as in the Civic Center.

At locations of such prominence, the quality of building design is of special significance, and special efforts should be made to promote the best architectural solutions in both public and private buildings. In such solutions, the positive potentials of the site should be emphasized.

Height and Bulk

POLICY 4

Promote building forms that will respect and improve the integrity of open spaces and other public areas.

New buildings should not block significant views of public open spaces, especially large parks and the Bay. Buildings near these open spaces should permit visual access, and in some cases physical access, to them.

Buildings to the south, east and west of parks and plazas should be limited in height or effectively oriented so as not to prevent the penetration of sunlight to such parks and plazas. Larger squares and plazas will benefit, in addition, from uniform facade lines and cornice heights around them which will visually contain the open space.

Large buildings and developments should, where feasible, provide groundlevel open space on their sites, well situated for public access and for sunlight penetration. The location and dimensions of such open space should be carefully considered with respect to the placement of other buildings and open spaces in the area, and with respect to the siting and functioning of the building with which it is provided. Where separation of pedestrian and vehicular circulation levels is possible in provision of such open space, such separation should be considered.

POLICY 5

Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

The height of new buildings should take into account the guidelines expressed in this Plan. These guidelines are intended to promote the objectives, principles and policies of the Plan, and especially to complement the established city pattern. They weigh and apply many factors affecting building height, recognizing the special nature of each topographic and development situation.

Tall, slender buildings should occur on many of the city's hilltops to emphasize the hill form and safeguard views, while buildings of smaller scale should occur at the base of hills and in the valleys between hills. In other cases, especially where the hills are capped by open spaces and where existing hilltop development is low and small-scaled, new buildings should remain low in order to conserve the natural shape of the hill and maintain views to and from the open space. Views along streets and from major roadways should be protected. The heights of buildings should taper down to the shoreline of the Bay and Ocean, following the characteristic pattern and preserving topography and views.

Tall buildings should be clustered downtown and at other centers of activity to promote the efficiency of commerce and avoid unnecessary encroachment upon other areas. Such buildings should also occur at points of high accessibility, such as rapid transit stations in larger commercial areas. In these various commercial centers, building height should taper down toward the edges to provide gradual transitions to other areas.

In residential and smaller commercial areas, tall buildings should occur closest to major centers of employment and community services which themselves produce significant building height, and at locations where height will achieve visual interest consistent with other neighborhood considerations. At outlying and other prominent locations, the point tower form (slender in shape with a high ratio of height to width) should be used in order to avoid interruption of views, casting of extensive shadows or other negative effects. In all cases, the height and character of existing development should be considered.

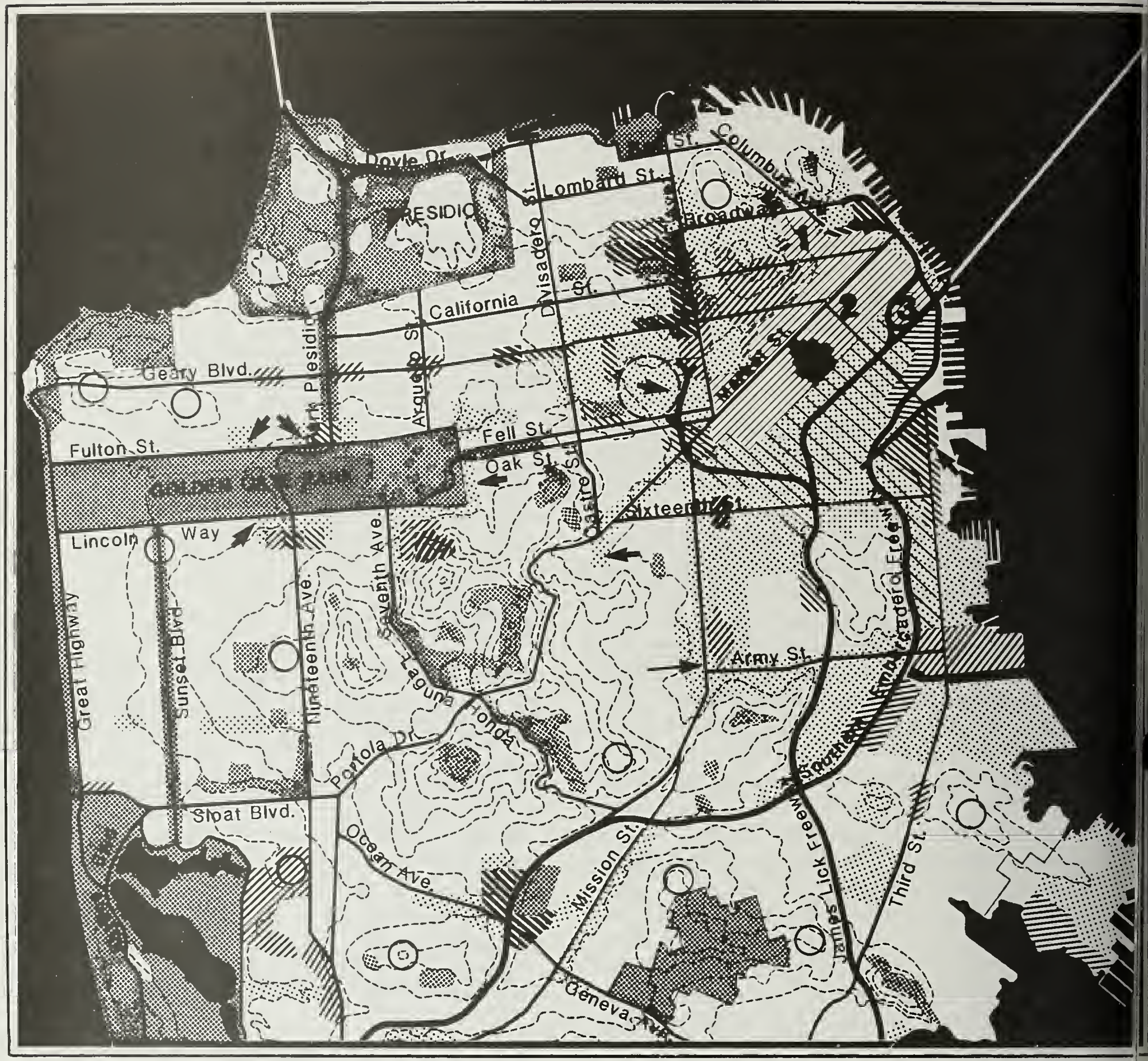
The guidelines in this Element express ranges of height that are to be used as an urban design evaluation for the future establishment of specific height limits affecting both public and private buildings. For any given location, urban design considerations indicate the appropriateness of a height coming within the range indicated. The guidelines are not height limits, and do not have the direct effect of regulating construction in the city.

POLICY 6

Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

When buildings reach extreme bulk, by exceeding the prevailing height and prevailing horizontal dimensions of existing buildings in the area, especially at prominent and exposed locations, they can overwhelm other buildings, open spaces and the natural land forms, block views and disrupt the city's character. Such extremes in bulk should be avoided by establishment of maximum horizontal dimensions for new construction above the prevailing height of development in each area of the city.

The guidelines for building bulk expressed in this Element are intended to form an urban design basis for such regulation. These guidelines favor relatively slender construction above prevailing heights, but would not limit the horizontal dimensions of buildings below those heights. Generally speaking, the guidelines would not limit the total floor space that could be built, but would help to shape it to avoid negative external effects. If two or more towers are to be built on a single property, their total effect should be considered and a significant separation should be required between them. The precise form of the building or buildings would in large measure be left to the individual developer and his architects under these guidelines.


Doyle Dr.
PRESIDIO
Lombard St.
St.
Columbus Ave.
Broadway
Divisadero St.
St.
California
Market St.
Geary Blvd.
Park Presidio
Arguello St.
Fulton St.
Fell St.
Oak St.
GOLDEN GATE PARK
Castro St.
Sixteenth St.
Lincoln
Way
Seventh Ave.
Nineteenth Ave.
Sunset Blvd.
Great Highway
Laguna Honda
Army St.
Portola Dr.
Sloat Blvd.
Ocean Ave.
Mission St.
Geneva Ave.
James Lick Freeway
Southern Embarcadero Freeway
Third St.

URBAN DESIGN GUIDELINES FOR HEIGHT OF BUILDINGS

Map

☐ 0–40 ft

░ 41–88 ft

▨ 89–160 ft

▨ 161–240 ft

■ 241–400 ft

→ LOWER END OF RANGE

→ MIDDLE OR LOWER END OF RANGE

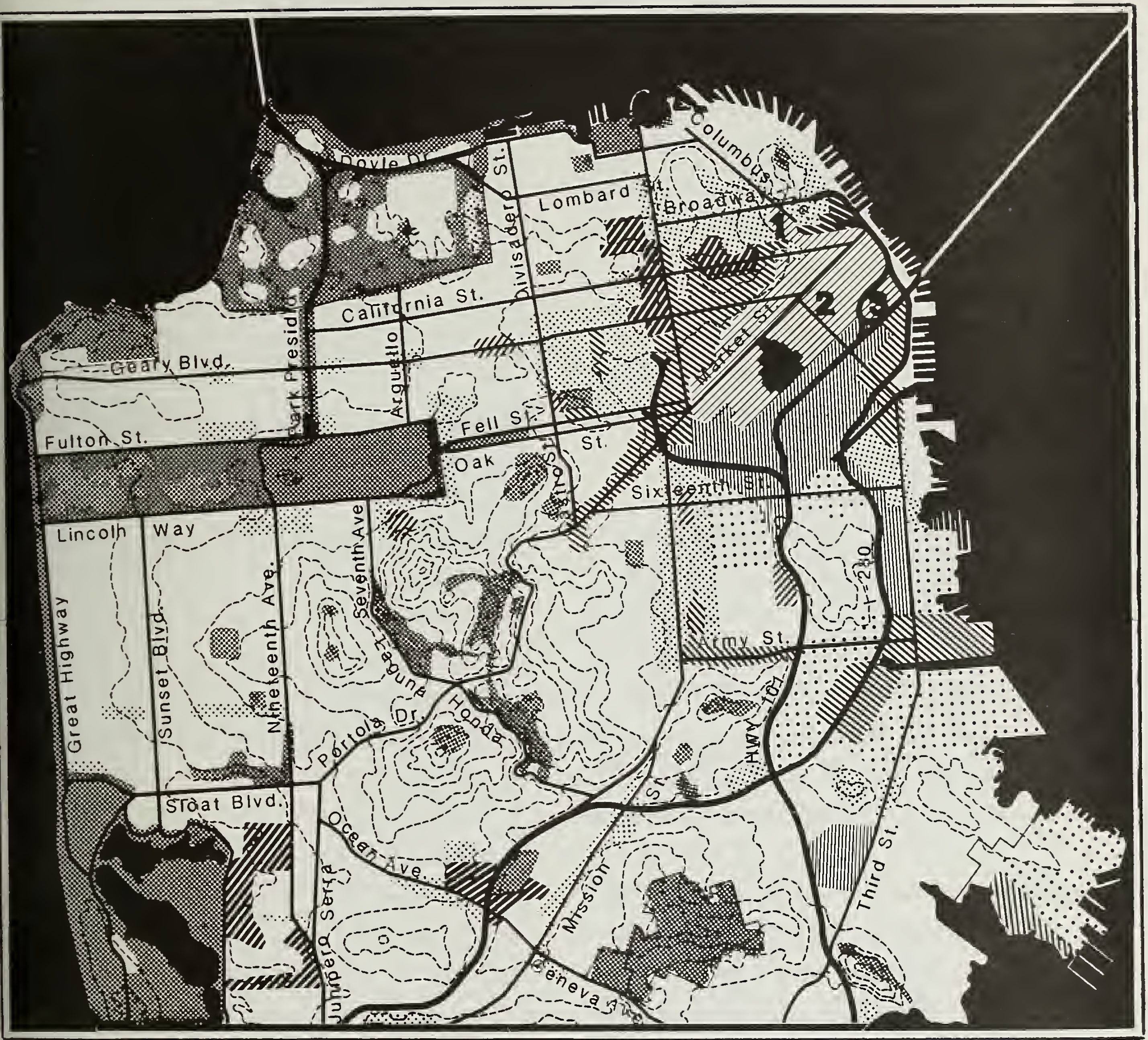
▒ OPEN SPACE
Any Development Subject To Review

▧ MAXIMUM HEIGHT
Elevation Of Freeway

○ POINT TOWERS IN VICINITY

▤
1. See Chinatown Area Plan
2. See Downtown Plan
3. See Rincon Hill Plan

0 ONE MI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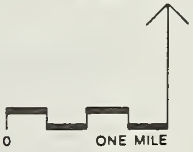
Fulton St.
Oak St.
Castro St.
Sixteenth St.
Lincolh Way
Seventh Ave
Great Highway
Sunset Blvd.
Nineteenth Ave.
Laguna Honda
Portola Dr.
I-280
Army St.
HWY 101
Sloat Blvd.
Ocean Ave.
Junipero Serra
Mission St.
Third St.
Geneva Ave.

URBAN DESIGN GUIDELINES FOR BULK OF BUILDINGS

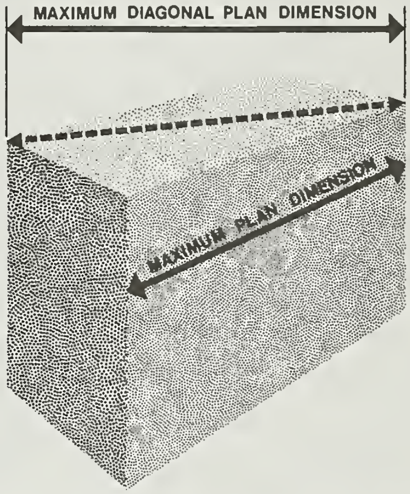
Map 5



	Guidelines Apply Above Height Of	Guidelines For Maximum Plan Dimension	Guideline For Maximum Diagonal Plan Dimension
▒	40 ft	110 ft	125 ft
▧	80 ft	110 ft	125 ft
▨	40 ft*	110 ft*	140 ft*
▥	40 ft	250 ft	300 ft
⁙	60 ft	250 ft	300 ft
■	150 ft	250 ft	300 ft
□	Bulk Regulated By Height Controls		
▓	OPEN SPACE: Any Development Subject To Review		
▤	1. See Chinatown Area Plan 2. See Downtown Plan 3. See Rincon Hill Plan		

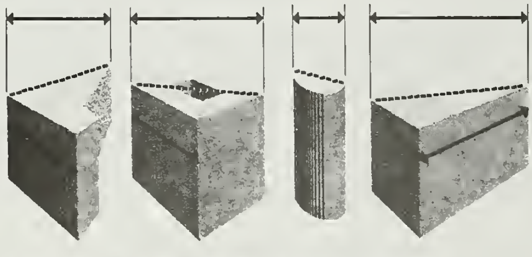
* Also Applies To Point Towers Where Designated In Urban Design Guidelines For Height Of Buildings.

The guidelines of this Element for building bulk are only minimum guidelines, and they are not intended to reduce the necessity for other expressed policies pertaining to height, visual harmony or other factors. Even with building bulk kept within these guidelines, efforts should be made to articulate and soften building surfaces to reduce the massiveness of appearance to a great degree



METHOD OF MEASURING BULK

MAXIMUM PLAN DIMENSION: The greatest horizontal dimension along any wall of the building, measured at a height corresponding to the prevailing height of other development in the area.



BULK MEASUREMENTS APPLIED TO OTHER BUILDING FORMS

MAXIMUM DIAGONAL PLAN DIMENSION: The horizontal dimension between the two most separated points on the exterior of a building, measured at a height corresponding to the prevailing height of other development in the area.

Large Land Areas

POLICY 7

Recognize the special urban design problems posed in development of large properties.

The larger a potential site for development, the greater are apt to be the size and variety of the urban design questions raised. Larger sites may mean greater visual prominence of development and greater impact upon the city pattern. As more land area is included in a single project, the possibilities are increased that the public resources in natural areas, historic buildings and street space will be affected. Larger developments also have substantial requirements for public services, including transportation.

Under normal land use controls, most large development is governed by a "floor area ratio", which permits floor space to be built in each project in proportion to the amount of land area available. The floor area ratio limit tends to be geared to development of sites of small and moderate size, but not to take account of the impact of occasional developments that take up one or more whole blocks of land. Such developments, under this type of formula, may have a single building of truly massive proportions, or a series of building forms constructed in one or more phases.

These differences in nature and impact require that large sites be given close consideration in urban design planning.

POLICY 8

Discourage accumulation and development of large properties, unless such development is carefully designed with respect to its impact upon the surrounding area and upon the city.

The height and bulk guidelines of this Element will help to some extent in reducing the negative effects of development on large sites. They will not, however, deal with all the special problems raised or guarantee good quality of design.

Other measures are available and may be necessary. In some cases, ordinary zoning restrictions might be tightened, or rezoning to permit a large development might be deferred in the absence of adequate assurances of compatible development. New standards might be added to require open space in large projects, and floor area ratios might be reduced or made less advantageous for larger sites.

Because government involvement often occurs as larger sites are developed, through marketing of the site itself, through redevelopment powers, through vacation of streets or in some other manner, the government role might be made more restrictive in such involvement.

There is no substitute, however, for early and frequent communication as to the merits and design of a proposed project between the developer and his architects on the one hand and public urban design professionals and interested citizens on the other. Such communication will give an early and more reasoned assessment of the positive and negative effects of the project upon the city and the surrounding area, and will reduce the chances of later delays and controversies. Processes toward these ends should be employed for all major projects in the city.

POLICY 9

Encourage a continuing awareness of the long-term effects of growth upon the physical form of the city.

Development of large properties, by condensing growth and change in certain areas of the city, emphasizes the effects that long-term growth and change can have upon the physical makeup of San Francisco. There is nothing in the nature of cities that will guarantee the continued livability of this or any other city. The citizens of San Francisco have an uncommon awareness that the environment is finite, and that the advantages of greater size and intensity may have ultimate limits.

That awareness is healthy and progressive and should be fostered. It should be given new outlets to help shape the physical form of the city. As in this Urban Design Element, it can identify the attributes of the city that need to be protected and enhanced. Good planning, supported by an interested public, can channel growth to the right places in the city, build growth around previously established transportation systems and other services, cause other public costs to be borne in part by the developers who benefit from them, and hold in place the natural regulators of growth such as streets and open spaces. Above all, it can and should control the form of individual buildings so that they will be compatible with the character of the city.

More should be known as to the long term effects of growth in San Francisco. These effects and the means for moderating them should be studied in a rational manner through the normal processes of planning, and none of the important factors should be overlooked. Ultimately, certain limits upon total growth may prove to be necessary if the integrity of the city is to be preserved.

NEIGHBORHOOD ENVIRONMENT

HUMAN NEEDS

The people of San Francisco are the city's reason for being and its hope for the future. Most residents live in areas that can be characterized as distinct neighborhoods, and the quality of these neighborhoods has a strong effect upon their personal outlook. Neighborhood quality is of overriding importance to the individual, since the most basic human needs must be satisfied close to home. The long-term future of the city's entire physical environment may also depend upon good neighborhoods, because only when they find satisfaction in their own areas can residents freely turn their attention to matters affecting the larger community.

There is no great difference of opinion as to what makes a neighborhood a good place to live from an urban design standpoint: people wish to have a tolerable and comfortable living environment, safe and free from stress, and the elements that make up such an environment are easily described. People also wish to know that their neighborhoods will be guarded against physical deterioration, and that any elements they consider deficient are likely to be improved. Because neighborhood quality is defined in the residents' own terms, the neighborhood environment will be better if residents participate in the planning of local improvements.

Studies show that the outstanding concerns of people today in their neighborhood environment are matters of health and safety. Traffic is the leading issue, with automobiles moving through residential areas in large volumes and at high speeds, producing noise and pollutants and putting pedestrians in constant danger. With each increase in traffic the streets become less a part of the living environment and more a world of their own. Residents find the streets unsafe and unpleasant, and try to shut them out.

The quality of neighborhood maintenance is also of major concern. A sense of pride and satisfaction requires that all parts of the local environment be well maintained: streets, parks, public buildings, neighbors' properties, and especially one's own house and yard. When the area is well kept and has visual qualities that distinguish it from other areas, a resident has a feeling of neighborhood that gives him a sense of being at home though he may be a block or more from his dwelling.

Another element of good neighborhoods is the presence of open space and recreation opportunities. The most satisfying recreation space is close by and visible, with a feeling of nature and a variety of facilities for all age groups. Such recreation space may be found on private properties, in neighborhood parks, along the sidewalks and in undeveloped street areas. On a citywide scale, larger recreation facilities that require travel away from home provide an even greater variety of opportunities. On this larger scale, the shoreline of San Francisco Bay has a potential that is not fully used.

There are many other elements that can bring amenity to the neighborhood environment. Planting in streets and yards, well designed and well cared for, adds immeasurably to the visual quality of an area, softening and complementing the hard appearance of pavement and buildings. Continuous building facades and generous sidewalks with interesting details establish a pleasant mood for the pedestrian. Freedom from the clutter of open parking lots, large signs and overhead wires can also make the difference between an agreeable living environment and one that is disquieting or even blighted.

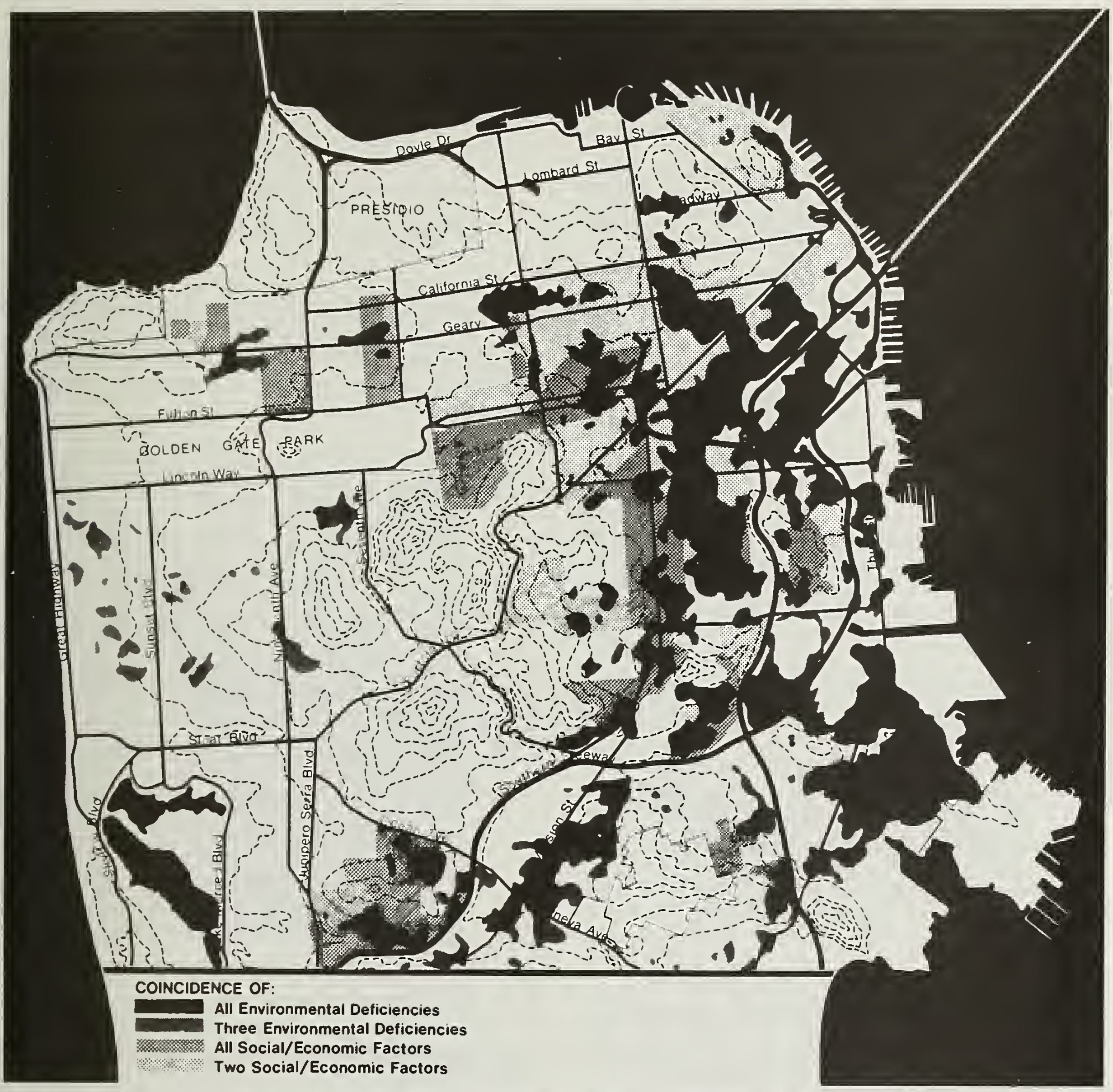
With respect to the many improvements in environment that can be made by public and private actions, the needs of the city's neighborhoods are by no means uniform. Some neighborhoods have serious deficiencies in one or more elements affecting neighborhood quality, while others are more fortunate. Some neighborhoods have greater needs because their residents live in conditions of greater density, or because the residents include more children and older people who tend to live within a smaller world in which the resources close at hand are the most important. People of low income, too, especially renters who have little direct role in maintaining their own physical environment, have special needs that characterize certain neighborhoods where the danger of physical decline is already very apparent.

These differences in neighborhoods point up the need to establish priorities in the programs that will stabilize and improve the local environment. Where serious physical deficiencies already exist, and where the density, age and economic status of residents indicate special needs, the neighborhoods require immediate and continuing assistance. Of equal importance, however, are many other areas that may be on the verge of physical decline. These other areas require priority because the residents' fear of change may contribute as much as any other factor to real deterioration, and such fear can be overcome by visible efforts to stabilize the neighborhood. Once lost, the existing resources in any neighborhood can be restored only through great expense and dislocation. The programs relating to neighborhood environment should, therefore, be designed both to hold neighborhood quality at its present levels and to improve deficient areas that do not enjoy the fine attributes of other parts of San Francisco.

OBJECTIVE 4

IMPROVEMENT OF THE NEIGHBORHOOD ENVIRONMENT TO INCREASE PERSONAL SAFETY, COMFORT, PRIDE AND OPPORTUNITY

San Francisco draws much of its strength and vitality from the quality of its neighborhoods. Many of these neighborhoods offer a pleasant environment to residents of the city, while others have experienced physical decline and still others have never enjoyed some of the amenities common to the city as a whole. Measures must be taken to stabilize and improve the health and safety of the local environment, the psychological feeling of neighborhood, the opportunities for recreation and other fulfilling activities, and the small-scale visual qualities that make the city a comfortable and often exciting place in which to live.


Doyle Dr
Bay St
Lombard St
PRESIDIO
California St
Geary
Fulton St
GOLDEN GATE PARK
Lincoln Way
Great Highway
Sunset Blvd
Nineteenth Ave
Sloat Blvd
Junipero Serra Blvd
Mission St
Geneva Ave
COINCIDENCE OF:
All Environmental Deficiencies
Three Environmental Deficiencies
All Social/Economic Factors
Two Social/Economic Factors

COINCIDENCE OF ENVIRONMENTAL DEFICIENCIES AND SOCIAL/ECONOMIC FACTORS **Map 6**

NOTE:

ENVIRONMENTAL DEFICIENCIES -
a rating below the city average for the following:

1. LEVEL OF MAINTENANCE (cleanliness and state of repair of sidewalks, streets, ;yards and buildings)
2. PRESENCE OF NATURE (quantity and quality of trees, shrubbery, flowers, grass, water and other visible natural features)
3. DISTANCE TO OPEN SPACE (reasonable walking distance to accessible public open space, with size and variety of facilities considered)
4. VISUAL INTEREST OF STREET FACADES (variety and quality of architectural styles and character, landscaping, scale, colors and pattern)

SOCIAL/ECONOMIC FACTORS -
indicators of environmental needs, as follows:

1. HIGH HOUSING TURNOVER AND AVERAGE TO LOW INCOME
2. HIGH INCIDENCE OF CHILDREN (estimated 12 or more elementary sch;ool children per block)
3. HIGH INCIDENCE OF ELDERLY (16 or more persons 65 years or older per 100 total persons)
4. HIGH RESIDENTIAL DENSITY (60 or more persons per gross acre)

Data: 1968-1969 surveys; San Francisco Unified School District, 1970; U>S> Census, 1960

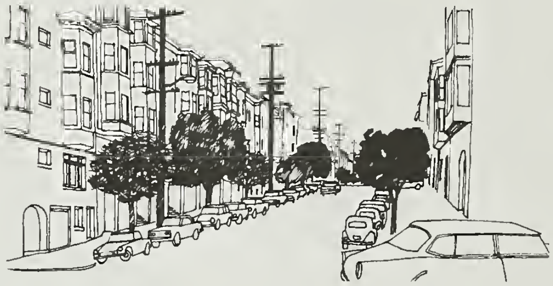
FUNDAMENTAL PRINCIPLES FOR NEIGHBORHOOD ENVIRONMENT

These fundamental principles and their illustrations reflect the needs and characteristics with which this Plan is concerned, and describe measurable and critical urban design relationships in the neighborhood environment.

1. The livability, amenity and character of residential areas are greatly enhanced by trees, more so than by any other single element.

2. In areas where houses have no front yards, a sense of nature can be provided by planting in the sidewalk area.

   COMMENT: Front yards (setbacks) are not required in many parts of the city. This results in rows of buildings adjacent to the sidewalk. At times it creates a pleasing sense of enclosure; but the result can be rather bleak and monotonous when the street is unrelieved by landscaping or the buildings lack visual interest. A few large trees or other street landscaping can add a needed sense of nature and variety.



3. The use of appropriate plant material, and careful consideration of environmental factors in the design of landscaping and open space, contribute to a neighborhood's identity and improve its environmental quality.

   COMMENT (a): Areas of poor environmental quality can often be improved by the addition of benches, trees, shrubs, and textured paving. A "vest-pocket" park in a dead-end service court in Chinatown is one potential form for such improvement.

   COMMENT (b): Landscaping can screen residences from commercial or industrial activities, such as by reducing the glare of lights at gas stations and parking lots.

   COMMENT (c): Windbreaks can make open spaces more pleasant and usable in windy areas. The sunning area at Phelan State Beach is a good example.

   COMMENT (d): A consistent and attractive neighborhood landscaping theme can be established, such as the flowering street trees on Edgewood Avenue.

   COMMENT (e): Open space that contains facilities desired by the residents, and that is designed when possible with local participation, is more likely to be used and cared for by local residents.

4. Open space and landscaping can give neighborhoods an identity, a visual focus and a center for activity.

   COMMENT (a): Dolores Street has a special identity because its median is consistently planted with large, distinctive palm trees.

   COMMENT (b): Mission Park and Washington Square are examples of open spaces that are both centers for activity and features giving identity to the surrounding area.

5. Street rights-of-way on hills too steep for cars or not needed for traffic use are useless for people if covered with concrete. They can be modified to provide useful and attractive open space.

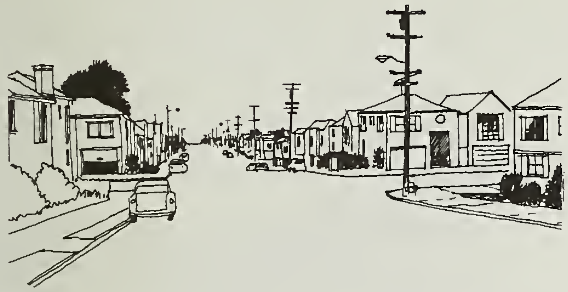
6. Wide, generous sidewalk areas provide opportunities for outdoor recreation and pedestrian amenities.

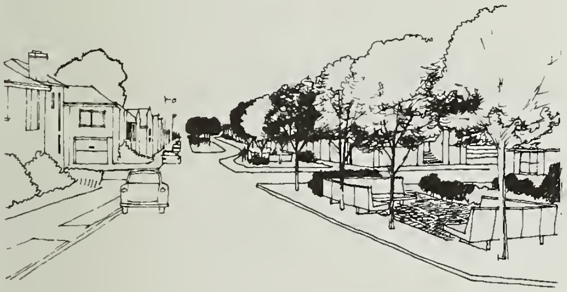
   A: Portions of wide sidewalks can be turned into children's play areas, and sitting areas for adults.

   B: In intensive shopping areas, wide sidewalks allow free pedestrian movement, and provide room for benches for resting and shelters for transit patrons.

7. Interesting details in the design of street furniture, paving and other features in pedestrian area can increase the amenity and character of streets.

8. Wide streets can be narrowed at the intersections and landscaped to provide sitting areas and visual amenity.





9. Open, unlandscaped parking areas are dull and unattractive, and generally have a deleterious effect upon their surroundings.

   A: Parking lots next to the street, such as those for supermarkets and diners, detract from street life and impair definition of street space. Placement of buildings adjacent to the street, with the parking behind, can improve this condition.

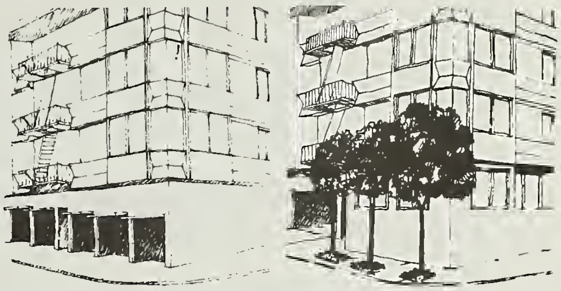
   B: Parking lots along the street in housing developments neither define the street nor contribute visual interest.

   C: Parking under buildings or in an inside court allows the building to help define the street and avoids the blighting visual effects of an exposed parking lot.

10. Parking garages lack visual interest if they have extensive rows of doors, blank walls or exposed vehicles. Extensive curb cuts prevent planting and other enhancement of the street, eliminate curb-side parking and are potentially dangerous to pedestrians.

    A: Arcades create some visual interest where long garage facades or multiple driveways cannot be avoided.

    B: Restricting entry and exit points minimizes curb cuts.



    C: A basement garage one-half level down brings the building closer to street level and increases visual interest for pedestrians.

    D: The inclusion of stores at ground level maintains continuity of pedestrian activity on what would otherwise be a sterile street frontage of parking garages in a commercial area.

11. Fast and heavy traffic on residential streets makes them unattractive for pedestrian activities, and generates irritating dirt and noise.

    COMMENT: Widening of residential streets or making them one-way can increase traffic-carrying capacity at the expense of the environment for fronting residences.

12. Excessive speeds and amounts of traffic in residential neighborhoods can be reduced by a variety of design techniques, including narrowing of streets or intersections, landscaping, diversion of traffic and closing of streets.

A: Visually narrow street spaces assist in reducing the speed of traffic. Most drivers tent to reduce speed in confined spaces, since confinement narrows the field of vision and creates a sense of rapid movement.

B: Diversion of cars from a straight path in a residential neighborhood is an effective way of discouraging through traffic.

C: Modifying long, wide, straight sections of street eliminates the opportunity or temptation for vehicles to speed.

13. Intensive landscaping, walls and other screening devices can insulate residential and pedestrian areas from the adverse effects of heavily used trafficways.

A: Buffer planting can effectively screen adjacent residences from heavy traffic.

B: Park areas and smaller open spaces can be protected from the noise and sight of traffic if well screened by berms, changes in level, and landscaped barriers.

C: Even small-scale landscaping can ameliorate the effect of heavy traffic on adjacent areas.

14. Separation of pedestrian and vehicle movement eliminates conflicts and contributes to pedestrian comfort.

Pedestrians and vehicles can be separated by creating separate levels or by prohibiting traffic from certain streets.

15. In the design of new pedestrian areas, changes of level can add greatly to interest and amenity if a reasonable relationship between levels is maintained.

Most important is the visual connection between levels, which enhances the experience of being on one level through awareness of the other level(s).

COMMENT (a): A space slightly above street level gives a sense of overlook and advantage to its occupants, while the passerby retains visual connection and interest.

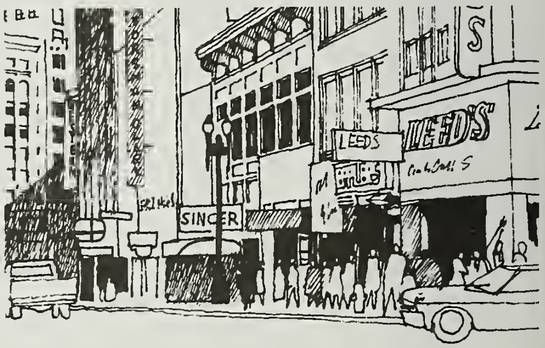
COMMENT (b): A space slightly below street level gives a sense of intimacy and enclosure to its occupants, as well as a sense of overlook and advantage for the passerby on the sidewalk.

COMMENT (c): A space too far above street level loses visual contact with the street.

COMMENT (d): A small space too far below street level is uncomfortable to its occupants and suitable only as a place of movement or access.

16. Continuity of interest and activities at ground level in commercial buildings adjacent to pedestrian ways creates rich street life and enhances pedestrian experiences.

A: Stores contribute both visual interest and activity to the street in downtown and district shopping areas and are the principal generators of street life.

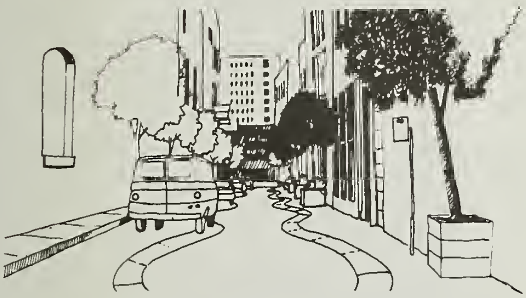


B: Office lobbies usually lack interest for the passerby, and they can detract from a good shopping environment.

C: Major office buildings contribute more to street life if they have commercial activity at ground level.

17. Arcades provide continuous covered access to buildings and greatly increase pedestrian comfort in inclement weather.

18. Alleys and small streets which are usable as part of the general network of pedestrian and service ways are potential areas of activity and interest.



COMMENT: Large new projects that provide mid-block pedestrian and service shortcuts similar to those that now exist would continue and improve upon a workable pattern.

19. Planting and paving treatment in alleys, coupled with active uses in the adjacent buildings, form, in effect, a commercial promenade.

COMMENT: The intimate pedestrian scale offers a welcome contrast to the wider streets around.

20. Dignified and well-maintained signs designed with respect for the scale and character of the street can enhance commercial areas.

When signs do not relate to the area, when they reach excessive size, and when they feature blatant and discordant designs, they reflect poorly upon the overall quality of a commercial area.

21. Pedestrian scale can be achieved at the base of large vertical building surfaces by the use of arcades, emphasis of horizontal divisions, texture and other architectural details.

22. The undergrounding of overhead utility wires enhances the appearance of streets and neighborhoods.

23. Attractive and well-maintained public buildings, streets and parks can stimulate private improvements.

24. Public buildings can contribute to neighborhood appearance if they are well-designed, attractively painted and generously landscaped.

COMMENT (a): Chain link fencing used around many school grounds is unattractive. The growing of ivy on such fencing can ameliorate its effect somewhat.

COMMENT (b): Lack of landscaping and total asphalting make school playgrounds a negative rather than a positive feature in many neighborhoods.

COMMENT (c): Use of bright and lively colors in painting drab public buildings could enhance many neighborhoods.

25. Parks on hillsides can be developed for sitting areas with views, and for unusual recreational facilities that take advantage of the hill, such as a long slide for children.

26. Private lands that are landscaped or developed as open space contribute to the visual and recreational resources of the city.

COMMENT (a): Private landscaping or developed as open space contribute to the visual and recreational resources of the city.

COMMENT (b): As the city becomes increasingly built up and acquisition of public open space more difficult, privately developed open spaces become more important. Open spaces at the Crown-Zellerbach Building and St. Francis Square are good examples of such private development.

27. Improved and diverse means of transportation can increase the value and use of parks.

The ease with which pedestrians and motorists locate parks can be increased by improved signs or special roadway treatment.

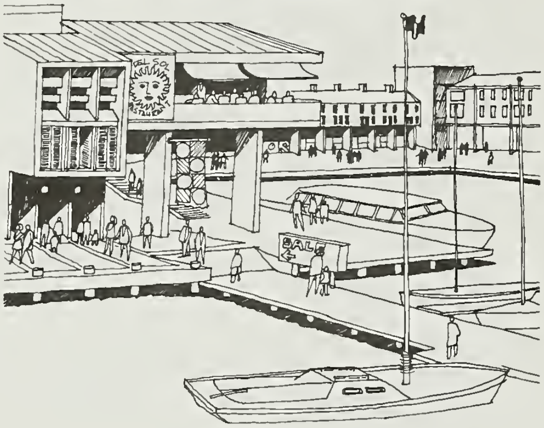
28. If auto traffic and parking in parks are discouraged, recreational use can be increased.

COMMENT: A large park such as Golden Gate Park can be made more usable by a special transportation system that links various facilities and encourages motorists to leave their vehicles outside the park or in peripheral parking areas.

29. Waterfront development that maximizes the interface between land and water increases the opportunities for public access to the water's edge.

A: Finger piers create a greater variety of possible ways to experience the water and the city.

B: Commercial and residential uses oriented toward the water and designed to create varied public spaces can add visual interest to the waterfront.



30. Open space along the water provides opportunities for maximum public use of the waterfront.

31. Street rights-of-way carried through to the water allow views directly to the waterfront and provide a sense of contact with the water.

POLICIES

Health and Safety

POLICY 1

Protect residential areas from the noise, pollution and physical danger of excessive traffic.

In order to reduce the hazards and discomfort of traffic in residential neighborhoods, a plan for protected residential areas should be put into effect. Such a plan is intended to prevent or discourage heavy, fast and through traffic from using residential streets, and to put such traffic on arterial streets where the impact upon residential areas will be less disruptive. Although development of further traffic-carrying capacity on some arterials may be warranted, the local streets should remain as they are or have their capacity reduced.

The speed and volume of traffic on protected streets should be limited by all practical means. Such means include making streets discontinuous to divert traffic from a straight path, narrowing streets and intersections, creating the appearance of narrowness through landscaping and other improvements, and prohibiting access from arterial streets by signs and barriers. Such changes in streets should be so designed that they will not limit the access of vehicles for police and fire protection and other emergency purposes in the protected areas. The total effect of these changes in residential streets should be to give the dominant position to residential qualities and pedestrians rather than to vehicles.

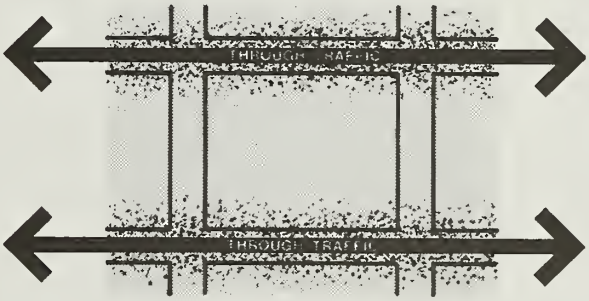
Land uses throughout the city should be regulated in such a way that heavy traffic will not be drawn through protected streets by large commercial, industrial and institutional traffic generators. Traffic for these generators should be channeled as much as possible on arterial streets. High traffic speeds should be discouraged on non-residential streets where the traffic on those streets is destined for protected residential streets.

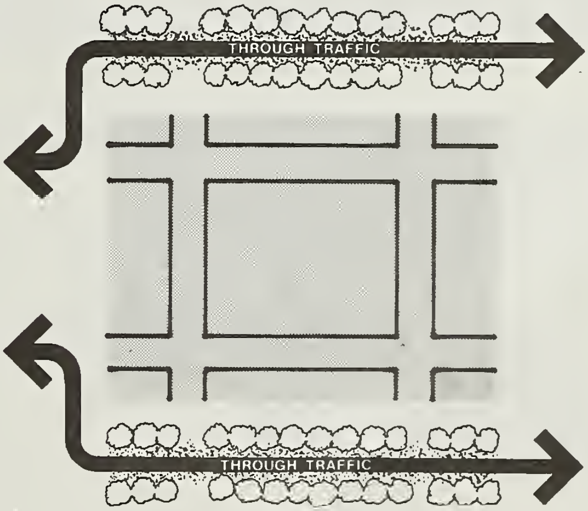
POLICY 2

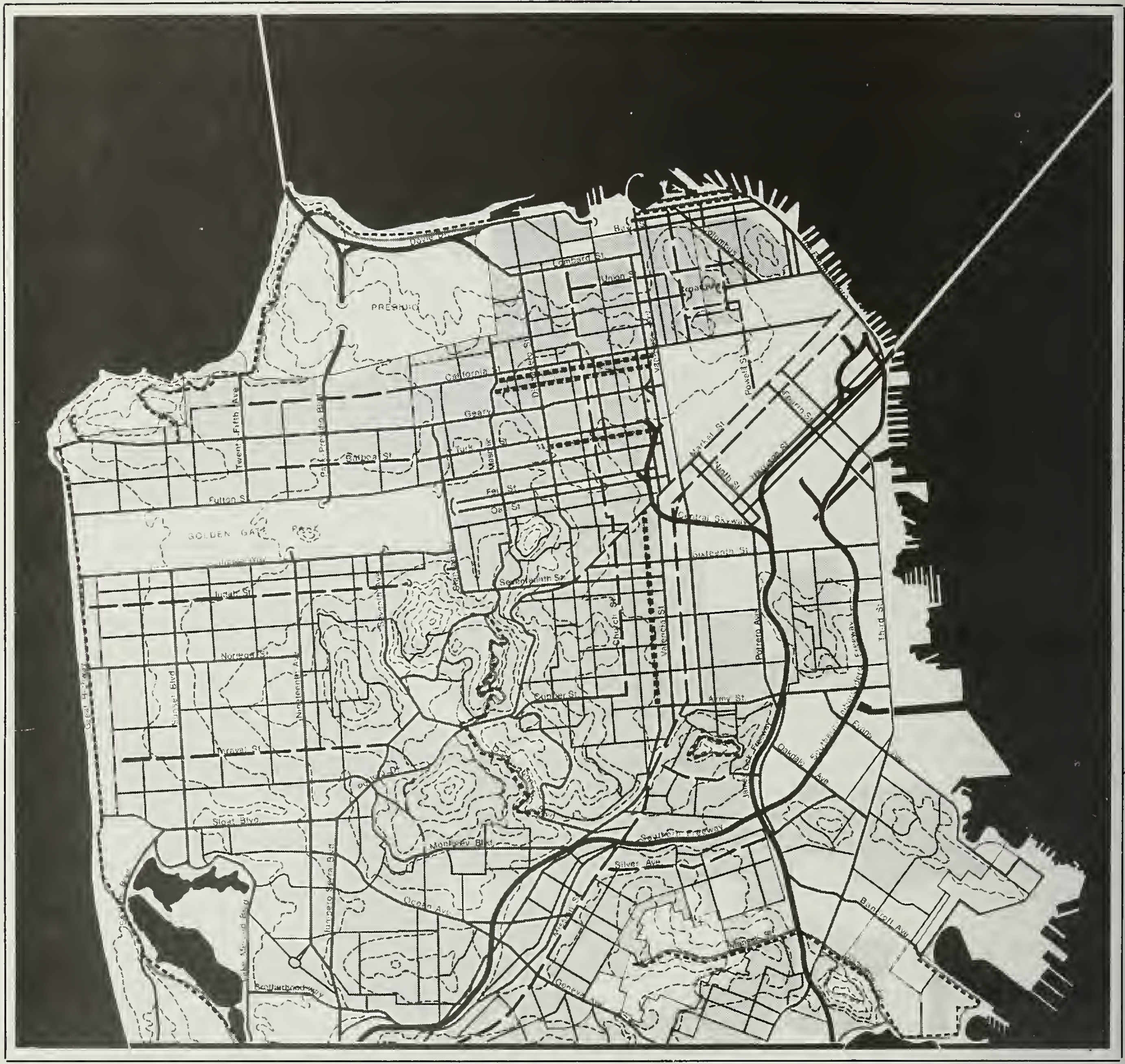
Provide buffering for residential properties when heavy traffic cannot be avoided.

When arterials and other streets having heavy traffic must go through residential areas, steps should be taken to screen dwellings from the noise, fumes and other adverse effects of traffic. Heavy landscaping at the sides of streets and in center islands may provide an effective barrier, as can walls, differences in elevation and the setting back of dwellings from the roadways.

Dwellings along streets with heavy traffic should, where possible, have the main orientation of their living space and access away from the traffic. In some cases further measures such as soundproofing may be required. Business and industries that attract or produce heavy traffic, such as service stations and trucking terminals, should be screened from nearby residential areas. Screening should be provided, as well, for all open parking lots within or adjacent to residential areas. All of the aforementioned considerations should apply to recreation areas as well as to dwellings.






PRESIDIO
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Lombard St
Union St
Broadway
Columbus
California
Geary
Powell St
Fourth St
Market St
Ninth St
Harrison St
Twenty-Fifth Ave
Park Presidio Blvd
Balboa St
Turk
Masonic
Fulton St
Fell St
Oak St
GOLDEN GATE PARK
Central Skyway
Sixteenth St
Seventeenth St
Judah St
Noriega St
Church St
Valencia St
Potrero Ave
Third St
Army St
Sunset Blvd
Nineteenth Ave
Great Highway
Taraval St
Portola Dr
Sloat Blvd
Monterey Blvd
James Lick Freeway
Oakdale Ave
Southern Freeway
Silver Ave
Junipero Serra Blvd
Ocean Ave
Lake Merced Blvd
Brotherhood Way
Geneva
Bancroft Ave

PLAN FOR PROTECTED RESIDENTIAL AREAS

Map 7

▨ **Protected Residential Areas**

------- **Recreational Street**

——— **Arterial Street**

——— **Collector Street**

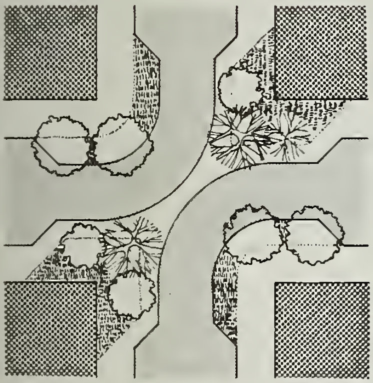
— — **Transit Arterial**

▪▪▪▪▪▪▪ **Arterial Street That Should Become Local Street When Conditions Permit**

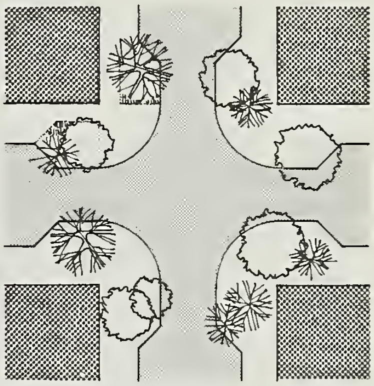
0 ONE MILE

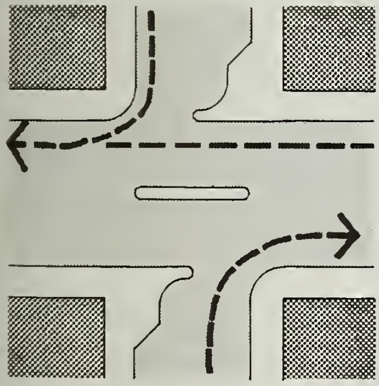
PLAN FOR PROTECTED RESIDENTIAL AREAS:

Illustrated below are some of the means by which the speed and volume of traffic can be reduced on residential streets. The designs shown are simple prototypes. When used in combination and adapted to specific streets, such methods can significantly discourage heavy, fast and through traffic and divert vehicles to arterial streets. In many cases, too, these designs can improve the visual quality of residential neighborhoods provide usable open space for landscaping, playgrounds and sitting areas.

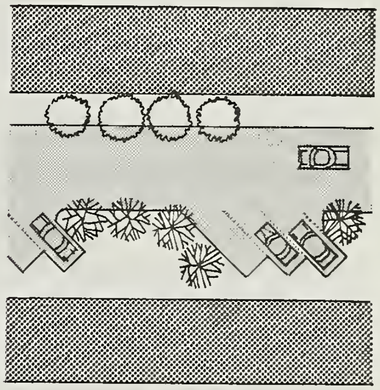


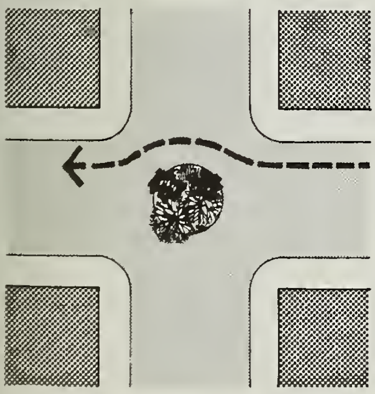
1. Diverters at intersections to prevent traffic from following a straight and through path.
2. Narrowing of the pavement at intersections to slow traffic, reduce the length of crosswalks and increase the caution of drivers.





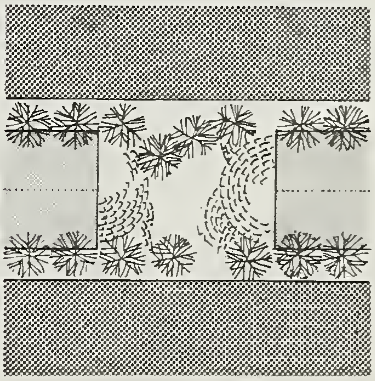
3. Controlled access to and from arterial streets that makes the local streets discontinuous.
4. Narrowing of the roadway without loss of parking spaces by alternating of landscaped areas with diagonal parking.





5. Highly visible landscaped islands to slow traffic at intersections.

6. Closing of a small section of street to traffic, with access still provided for emergency vehicles.



POLICY 3

Provide adequate lighting in public areas.

In order to reduce the hazards of traffic at night, and to provide security from crime and other dangers, public areas should have adequate lighting. Although the need for lighting is general, special attention should be given to crosswalks and to pathways in parks and around public buildings. Care should be taken to shield the glare of any such lighting from residential properties.

POLICY 4

Design walkways and parking facilities to minimize danger to pedestrians.

Pedestrian walkways should be sharply delineated from traffic areas, and set apart where possible to provide a separate circulation system. Where necessary and practical, the separation should include landscaping and other barriers, and walkways should pass through the interiors of blocks. Walkways that cross streets should have pavement markings and good sight distances for motorists and pedestrians.

Driveways across sidewalks should be kept to a practical minimum, with control maintained over the number and width of curb cuts. Barriers should be installed along parking lots to avoid encroachments on sidewalks, with adequate sight distances maintained at driveways. Truck loading should occur on private property rather than in roadways or on the sidewalks, and sidewalk elevators should be discouraged. Residential parking should be as close as possible to the dwelling served, with adequate lighting along the walking route from the parking to the dwellings.

Feeling of Neighborhood

POLICY 5

Provide adequate maintenance for public areas.

In view of the importance attached to the cleaning, paving and other maintenance of streets as an index of neighborhood upkeep, and as a stimulant to private improvements, these types of programs should be carried on continuously and effectively.

The same degree of maintenance should be accorded to parks, buildings and other public facilities. In both the initial design and the upkeep of these facilities, the image of government and of its role in the community should be made attractive and inviting. Special attention should be given to the landscaping of public buildings.

POLICY 6

Emphasize the importance of local centers providing commercial and government services.

Local centers for shopping, government services and congregation of people should stand out in their areas. Landscaping, distinctive pavement and other features will help to emphasize these centers. Along shopping streets pedestrian interest should be maintained by continuous store frontages. Government services for the local area, such as offices and libraries, should occupy the same center as the commercial activities.

POLICY 7

Encourage and assist in voluntary programs for neighborhood improvement.

Neighborhood participation in programs for the physical improvement of residential and shopping areas assures an additional measure of pride and satisfaction in the results, and helps to stimulate continuous maintenance of the improvements. Such stimulation of neighborhood interest may be unnecessary or more drastic action for upgrading of the area at some future time.

Programs that can make use of both voluntary work and government assistance include street tree planting and development of small parks and other recreation facilities. Where possible, significant public improvements in street areas should be accompanied by financial and design assistance to property owners under programs such as the Federally Assisted Code Enforcement Program which assure the coordinated upgrading of an entire neighborhood.

Opportunity for Recreation

POLICY 8

Provide convenient access to a variety of recreation opportunities.

As many types of recreation space as possible should be provided in the city, in order to serve all age groups and interests. Some recreation space should be within walking distance of every dwelling, and in more densely developed areas some sitting and play space should be available in nearly every block. The more visible the recreation space is in each neighborhood, the more it will be appreciated and used.

Recreation space at a greater distance should be easily accessible by marked driving routes, and where possible by separated walkways and bicycle paths. Larger recreation areas should be highly visible. San Francisco Bay is included among the major recreation resources of the city, and visual and physical access to the Bay should be increased, with a maximum interface of land and water made available in new developments having public access.

All possible means of providing recreation facilities should be explored. Some historic buildings and their sites have such a potential. Many commercial areas have a semi-recreational aspect, and this aspect should be recognized and strengthened. Where possible, new facilities such as parking garages in more intensively developed parts of the city should have recreation space placed above them.

POLICY 9

Maximize the use of recreation areas for recreational purposes.

Parks provide their greatest service to the community when they bring a sense of nature to city residents. Recreation facilities suited to each park and its neighborhood should be installed and maintained, while facilities not primarily intended for recreation or not requiring a park location should be placed outside the park system.

Automobile traffic in parks should be minimized, and where possible means of transportation other than automobiles should be provided in larger parks. Automobile parking should occur at the edges of parks, preferably outside the park boundaries. Parking lots and other visually distracting uses should be screened from the areas devoted to recreation.

POLICY 10

Encourage or require the provision of recreation space in private development.

As the city grows more intensive, much of the new area for recreation will have to be provided on private property, whether for individual developments or for the public at large. This recreation space may be of many types.

Recreation space should be provided in large developments, especially in areas of high population and building density. In the downtown area, well-designed plazas with public access and good exposure to sunlight serve this function. In apartment developments, some of the recreation needs of the occupants should be satisfied on the site itself, if necessary by joint use of space by several properties in the block. New developments along the shoreline of the Bay should whenever possible provide recreation space or general public access to the Bay.

POLICY 11

Make use of street space and other unused public areas for recreation.

Walking along neighborhood streets is the common form of recreation. The usefulness of streets for this purpose can in many cases be improved by widening of sidewalks and installation of simple improvements such as benches and landscaping. Such improvements can often be put in place without narrowing of traffic lanes by use of parking bays with widening of sidewalks at the intersections and at other points unsuitable for parking.

Streets that have roadways wider than necessary, and streets that are not developed for traffic because of their steepness, provide exceptional opportunities for recreation. These areas can be developed with playgrounds, sitting areas, viewpoints and landscaping that make them neighborhood assets and increase the opportunities for recreation close to the residents' homes.

Visual Amenity

POLICY 12

Install, promote and maintain landscaping in public and private areas.

Trees and other landscaping are a recurring theme in these policies, for they add to nearly any city environment. Both public and private efforts in the installation and maintenance of landscaping should be increased.

In residential areas, side yards and setbacks provide the best opportunities for landscaping visible in public areas. If no such space exists, then trees should be placed in the sidewalk area, preferably in the ground. Care should be taken to select species of trees suitable to each location. The most visible points, such as street intersections, should be given special attention.

Other unused opportunities for landscaping exist on exposed banks, usually along roadways. Where it is feasible, these should be planted and maintained by the public or private owners of the land. Portions of parks that are unlandscaped should also be considered for new planting, especially when the areas are visible from nearby neighborhoods.

POLICY 13

Improve pedestrian areas by providing human scale and interest.

In addition to landscaping, other features along the streets add to the comfort and interest of pedestrians. Sidewalk paving and furnishings, if designed in a unified way, make walking more pleasurable. Gentle changes in level have the same effect. In commercial areas, continuous and well-appointed shop windows and arcades are invitations to movement. Little-used alleys can be improved as walkways, and new promenades put through blocks in new development. Greater comfort should also be provided at transit stops, where benches and shelters can be placed on sidewalks and on private property.

POLICY 14

Remove and obscure distracting and cluttering elements.

No other element in the street environment is more disrupting than exposed parking. Parking lots and open parking decks break the building facades and stand as large voids in visual interest. Exposed vehicles clutter the pedestrian's view and reduce the sidewalk to a narrow corridor between rows of automobiles. Parking should, wherever possible, be placed beneath or behind buildings or else screened from view by landscaping, walls or fences. The screening should be designed to restore to the street some of the visual interest that has been taken away by the removal of buildings.

Signs are another leading cause of street clutter. Where signs are large, garish and clashing they lose their value as identification or advertising and merely offend the viewer. Often these signs are overhanging or otherwise unrelated to the physical qualities of the buildings on which they are placed. Signs have an important place in an urban environment, but they should be controlled in their size and location.

Other clutter is produced by elements placed in the street areas. The undergrounding of overhead wires should continue at the most rapid pace possible, with the goal the complete elimination of such wires within a foreseeable period of time. Every other element in street areas, including public signs, should be examined with a view toward improvement of design and elimination of unnecessary elements.

POLICY 15

Protect the livability and character of residential properties from the intrusion of incompatible new buildings.

Whatever steps are taken in the street areas, they may be lost in the changed atmosphere produced by new buildings. Human scale can be retained if new buildings, even large ones, avoid the appearance of massiveness by maintaining established building lines and providing human scale at their lower levels through use of texture and details. If the ground level of existing buildings in the area is devoted to shops, then new buildings should avoid breaking the continuity of retail space.

In residential areas of lower density, the established form of development is protected by limitations on coverage and requirements for yards and front setbacks. These standards assure provision of open space with new buildings and maintenance of sunlight and views. Such standards, and others that contribute to the livability and character of residential neighborhoods, should be safeguarded and strengthened.

ENVIRONMENTAL PROTECTION

ENVIRONMENTAL
PROTECTION

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

SAN FRANCISCO MASTER PLAN

ENVIRONMENTAL PROTECTION

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THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

CONSERVATION

GENERAL

OBJECTIVE 1

ACHIEVE A PROPER BALANCE AMONG THE CONSERVATION, UTILIZATION, AND DEVELOPMENT OF SAN FRANCISCO'S NATURAL RESOURCES.

POLICY 1

Conserve and protect the natural resources of San Francisco.

POLICY 2

Improve the quality of natural resources.

POLICY 3

Restore and replenish the supply of natural resources.

POLICY 4

Assure that all new development meets strict environmental quality standards and recognizes human needs.

OBJECTIVE 2

IMPLEMENT BROAD AND EFFECTIVE MANAGEMENT OF NATURAL RESOURCES.

POLICY 1

Coordinate regional and local management of natural resources.

POLICY 2

Promote citizen action as a means of voluntarily conserving natural resources and improving environmental quality.

POLICY 3

Provide environmental education programs to increase public understanding and appreciation of our natural surroundings.

BAY, OCEAN & SHORELINES

OBJECTIVE 3

MAINTAIN AND IMPROVE THE QUALITY OF THE BAY, OCEAN, AND SHORELINE AREAS.

POLICY 1

Cooperate with and otherwise support regulatory programs of existing regional, State, and Federal agencies dealing with the Bay, Ocean, and Shorelines.

POLICY 2

Promote the use and development of shoreline areas consistent with the Comprehensive Plan and the best interest of San Francisco.

POLICY 3

Implement plans to improve sewage treatment and halt pollution of the Bay and Ocean.

POLICY 4

Encourage and assist privately operated programs to conserve the resources of the Bay, Ocean, and Shorelines.

POLICY 5

PROTECT SENSITIVE ECONOMIC AND ENVIRONMENTAL RESOURCES IN NORTHERN CALIFORNIA OFFSHORE COASTAL AREAS THREATENED BY OIL DEVELOPMENT.

AIR

OBJECTIVE 4

ASSURE THAT THE AMBIENT AIR OF SAN FRANCISCO AND THE BAY REGION IS CLEAN, PROVIDES MAXIMUM VISIBILITY, AND MEETS AIR QUALITY STANDARDS.

POLICY 1

Support and comply with objectives, policies, and air quality standards of the Bay Area Air Quality Management District.

POLICY 2

Encourage the development and use of urban mass transportation systems in accordance with the objectives and policies of the Transportation Plan.

POLICY 3

Encourage greater use of mass transit in the downtown area and restrict the use of motor vehicles where such use would impair air quality.

POLICY 4

Promote the development of nonpolluting industry and insist on compliance of existing industry with established industrial emission control regulations.

POLICY 5

Exert leadership in the voluntary reduction of pollution emissions during air pollution alerts.

FRESH WATER

OBJECTIVE 5

ASSURE A PERMANENT AND ADEQUATE SUPPLY OF FRESH WATER TO MEET THE PRESENT AND FUTURE NEEDS OF SAN FRANCISCO.

POLICY 1

Maintain an adequate water distribution system within San Francisco.

POLICY 2

Exercise controls over development to correspond to the capabilities of the water supply and distribution system.

POLICY 3

Ensure water purity.

POLICY 4

Promote nonpolluting recreation uses of fresh water lakes and reservoirs.

POLICY 5

Improve and extend the Auxiliary Water Supply system of the Fire Department for more effective fire fighting.

OBJECTIVE 6

CONSERVE AND PROTECT THE FRESH WATER RESOURCE.

POLICY 1

Maintain a leak detection program to prevent the waste of fresh water.

POLICY 2

Encourage and promote research on the necessity and feasibility of water reclamation.

LAND

OBJECTIVE 7

ASSURE THAT THE LAND RESOURCES IN SAN FRANCISCO ARE USED IN WAYS THAT BOTH RESPECT AND PRESERVE THE NATURAL VALUES OF THE LAND AND SERVE THE BEST INTERESTS OF ALL THE CITY'S CITIZENS.

POLICY 1

Preserve and add to public open space in accordance with the objectives and policies of the Recreation and Open Space Plan.

POLICY 2

Protect land from changes that would make it unsafe or unsightly.

POLICY 3

Require that filling of land adhere to the highest standards of soils engineering consistent with the proposed use.

POLICY 4

Assure the correction of landslide and shore erosion conditions where it is in the public interest to do so.

POLICY 5

Prohibit construction, as a general rule, on land subject to slide or erosion.

FLORA & FAUNA

OBJECTIVE 8

ENSURE THE PROTECTION OF PLAN AND ANIMAL LIFE IN THE CITY.

POLICY 1

Cooperate with and otherwise support the California Department of Fish and Game and its animal protection programs.

POLICY 2

Protect the habitats of known plant and animal species that require a relatively natural environment.

POLICY 3

Protect rare and endangered species.

TRANSPORTATION NOISE

OBJECTIVE 9

REDUCE TRANSPORTATION-RELATED NOISE.

POLICY 1

Enforce noise emission standards for vehicles.

POLICY 2

Impose traffic restrictions to reduce transportation noise.

POLICY 3

Limit City purchases of vehicles to models with the lowest noise emissions and adequately maintain City-owned vehicles and travel surfaces.

POLICY 4

Regulate use of emergency sirens.

POLICY 5

Retain and expand the electric trolley network.

POLICY 6

Discourage changes in streets which will result in greater traffic noise in noise-sensitive areas.

OBJECTIVE 10

MINIMIZE THE IMPACT OF NOISE ON AFFECTED AREAS.

POLICY 1

Promote site planning, building orientation and design, and interior layout that will lessen noise intrusion.

POLICY 2

Promote the incorporation of noise insulation materials in new construction.

POLICY 3

Construct physical barriers to reduce noise transmission from heavy traffic carriers.

OBJECTIVE 11

PROMOTE LAND USES THAT ARE COMPATIBLE WITH VARIOUS TRANSPORTATION NOISE LEVELS.

POLICY 1

Discourage new uses in areas in which the noise level exceeds the noise compatibility guidelines for that use.

POLICY 2

Consider the relocation to more appropriate areas of those land uses which need more quiet and cannot be effectively insulated from noise in their present location, as well as those land uses which are noisy and are presently in noise-sensitive areas.

POLICY 3

Locate new noise-generating development so that the noise impact is reduced.

ENERGY

MUNICIPAL

OBJECTIVE 12

ESTABLISH THE CITY AND COUNTY OF SAN FRANCISCO AS A MODEL FOR ENERGY MANAGEMENT.

POLICY 1

Incorporate energy management practices into building, facility, and fleet maintenance and operations.

POLICY 2

Integrate energy cost reduction measures into the budget process.

POLICY 3

Investigate and implement techniques to reduce municipal energy requirements.

POLICY 4

Encourage investment in capital projects that will increase municipal energy production in an environmentally responsible manner.

POLICY 5

Include energy emergency preparedness plans in municipal operations.

RESIDENTIAL

OBJECTIVE 13

ENHANCE THE ENERGY EFFICIENCY OF HOUSING IN SAN FRANCISCO.

POLICY 1

Improve the energy efficiency of existing homes and apartment buildings.

POLICY 2

Strengthen enforcement of the state's residential energy conservation building standards.

POLICY 3

Expand the environmental review process to encourage the use of additional measures to save energy in new housing.

POLICY 4

Encourage the use of energy conserving appliances and lighting systems.

POLICY 5

Emphasize energy conservation in local government housing assistance programs.

POLICY 6

Advocate real estate association participation in residential energy management program efforts.

COMMERCIAL

OBJECTIVE 14

PROMOTE EFFECTIVE ENERGY MANAGEMENT PRACTICES TO MAINTAIN THE ECONOMIC VITALITY OF COMMERCE AND INDUSTRY.

POLICY 1

Increase the energy efficiency of existing commercial and industrial buildings through cost-effective energy management measures.

POLICY 2

Insure adequate local enforcement of California's non-residential building standards.

POLICY 3

Expand the environmental review process to encourage the use of additional measures to save energy in new commercial buildings.

POLICY 4

Promote commercial office building design appropriate for local climate conditions.

POLICY 5

Encourage use of integrated energy systems.

TRANSPORTATION NOISE

OBJECTIVE 15

INCREASE THE ENERGY EFFICIENCY OF TRANSPORTATION AND ENCOURAGE LAND USE PATTERNS AND METHODS OF TRANSPORTATION WHICH USE LESS ENERGY.

POLICY 1

Increase the use of transportation alternatives to the automobile.

POLICY 2

Provide incentives to increase the energy efficiency of automobile travel.

POLICY 3

Encourage an urban design pattern that will minimize travel requirements among working, shopping, recreation, school and childcare areas.

POLICY 4

Promote more efficient commercial freight delivery.

POLICY 5

Encourage consideration of energy use issues when making transportation investment decisions.

POLICY 6

Promote alternative work arrangements which will contribute to more efficient transportation use.

ALTERNATE ENERGY

OBJECTIVE 16

PROMOTE THE USE OF RENEWABLE ENERGY SOURCES.

POLICY 1

Develop land use policies that will encourage the use of renewable energy sources.

POLICY 2

Remove obstacles to energy conservation and renewable energy systems in zoning and building codes.

POLICY 3

Develop information resources to assist in the use of renewable energy.

INTERGOVERNMENTAL

OBJECTIVE 17

SUPPORT FEDERAL, STATE AND PG&E ENERGY PROGRAMS THAT ARE EQUITABLE, AND ENCOURAGE CONSERVATION AND RENEWABLE ENERGY USE.

POLICY 1

Support continuation of state and federal tax incentives and credits for conservation and renewable energy technologies.

POLICY 2

Promote state energy building standards that are cost-effective and take into account San Francisco's climate and density patterns.

POLICY 3

Encourage PG&E involvement in energy management programs for residential, commercial and industrial users.

FINANCING

OBJECTIVE 18

DEVELOP FINANCING OPPORTUNITIES TO IMPLEMENT LOCAL ENERGY PROGRAMS

POLICY 1

Promote government and private financing partnerships to carry out local energy programs.

POLICY 2

Encourage private financial institutions to offer energy loan programs responsive to local market needs.

POLICY 3

Establish a self-supporting system for funding municipal energy cost reduction investments.

ENVIRONMENTAL PROTECTION

INTRODUCTION

The Environmental Protection Element addresses the impact of urbanization including the use of oil and gas resources on the natural environment. In highly urban San Francisco environmental protection is not primarily a process of shielding untouched areas from the initial encroachment of a man-made environment. The scales already are and will continue to be balanced toward the side of development.

The challenge in San Francisco is to achieve a more sensitive balance, repairing damage already done, restoring some natural amenity to the city, and bringing about productive harmony between people and their environment. An important purpose, therefore, of an environmental protection element is to give natural environment amenities and values appropriate consideration in urban development along with economic and social considerations.

One of the lessons of the increasing environmental consciousness is that "environment" is not accurately compartmentalized as animals and trees versus people and cars. In an urban setting this is particularly true. All elements of the Master Plan deal to a certain extent with protecting aspects of the total urban environment. In that sense the objectives and policies contained in this element must be read together with other objectives and policies throughout the Master Plan. However, this element is mainly concerned with protecting what is not man-made in the environment, especially through protection of plant and animal life and through restoration of natural qualities of land, air and water by elimination of pollution. It also addresses conservation and management of energy in the residential, commercial and transportation sectors.

Deterioration of the environment as a consequence of population growth, urbanization, industrialization, resource exploitation and technological developments has been a growing concern world-wide. Another influence has been a realization of the finite nature and rising costs of energy and other natural resources. On a national and state level, it has given rise to policies and controls dealing with air, water and noise pollution and other forms of degradation of the natural environment as well as regulation of energy production. It was logical, therefore, that in giving direction to local general plans the California Legislature should have mandated preparation of two elements which address environmental protection issues, one for natural resource conservation and another for transportation noise. This Environmental Protection Element combines those two state-mandated elements, along with a comprehensive energy management plan.

CONSERVATION

INTRODUCTION

Conservation As Resource Management

Conservation, as a resource ethic, is based on the premise that resources are not commodities to be developed and consumed in whatever amount that users demand or can afford. Unrestricted development and use of resources may either exhaust or pollute the supply. Resources, consequently, should be managed in ways that will assure their availability for generations to come.

Sensible resource management does not exclude, by any means, the development and utilization of resources. Nevertheless, with the population of the nine-county Bay Region expected to grow to 6.6 million persons by the year 2005, increasingly greater demands will be placed on these resources. Programs are already in force to conserve and in some cases to improve the quality and supply of our resources. Some of the programs may need to be strengthened.

Scope Of The Plan

As a very urban place, San Francisco is not as extensively involved as rural counties are in the conservation of natural resources. Of those resources which the State Legislature directed to be included in the Conservation Sections, the following are not found in San Francisco to any appreciable extent.

- Rivers
- Water with hydraulic force potential
- Minerals

These resources, consequently, are omitted from the plan. Natural resources that properly concern San Francisco are:

- Waters of the Bay and Ocean
- Fish and other marine animals
- The shoreline
- Air
- Fresh water for consumption and fire fighting
- Land
- Plants and animals of the city's land area and lakes

Finally, and of particular concern to San Francisco, are the special urban amenities which may combine both natural and man-made resources. For San Francisco, almost wholly developed, conservation of those man-made features of high quality and cultural value may be more important than the natural features of the environment that are of such importance to rural areas of the State. The Urban Design Element focuses on how these special qualities of San Francisco may be preserved.

Existing Regional Efforts

A number of official regional agencies operate to regulate the use of resources as related to San Francisco: the San Francisco Bay Conservation and Development Commission, the Bay Area Quality Management District, the California Regional Water Quality Control Board (San Francisco Bay Region), and the California Coastal Commission. San Francisco's participation in these regional efforts goes a long way toward achieving the goals of resource management. Accordingly, the Conservation Plan does not propose new policies to replace those already adopted at the regional level.

Relation To Other Master Plan Elements

Conservation, in the broadest sense of the word, refers to the entire process of determining to what extent any of the city's resources — natural as well as man-made — should be protected or used. To limit the scope of the Conservation section of the Environmental Protection Element (as required by State planning law) seems arbitrary. It implies that conservation is not an issue in residence, transportation, urban design, recreation, or any other Master Plan element and, furthermore, that conservation of the many worthwhile aspects of the urban environment is somehow of less importance.

Maintaining a proper balance between the preservation and the development of San Francisco's resources is an issue recognized in all the elements of the Master Plan. The Urban Design Element, for example, indicates areas of the city where increased height and bulk of buildings would be permissible and areas where open space ought to be protected from any building. The City Planning Commission has adopted Master Plan elements for Residence, Urban Design, Transportation, and Recreation and Open Space. To a varying extent, each of these plans deals with conservation. Objectives and policies from these plans that relate directly to conservation are listed in Appendix A. These are reaffirmed as an integral part of the Conservation section of the Environmental Protection Element.

OBJECTIVES AND POLICIES

GENERAL

OBJECTIVE 1

ACHIEVE A PROPER BALANCE AMONG THE CONSERVATION, UTILIZATION, AND DEVELOPMENT OF SAN FRANCISCO'S NATURAL RESOURCES.

San Francisco enjoys an abundance of natural beauty. Surrounded on three sides by water and graced with parks, lakes, and vistas, San Francisco provides a magnificent urban environment with the potential to exist in harmony with its natural surroundings. While years of exhaustive use of the natural landscape have depleted and polluted some of the city's resources, San Francisco is fortunate in that it is not entirely developed and has some rather outstanding natural resources remaining. Those remaining resources should be protected from further encroachment and enhanced in order to achieve the necessary balance between the conservation of natural systems and the normal functioning of the city. This means ending pollution; protecting vegetation and wildlife; controlling shoreline uses; developing guides for the use and development of land, water, and air; and, where desirable, increasing the supply of natural resources.

POLICY 1

Conserve and protect the natural resources of San Francisco.

A major thrust of science and technology in the oncoming years must be that of making cities more livable places by offsetting the imbalance between the natural and man-made environments. Man and his technology must become a more interrelated part of nature and not an exploiter of the physical environment.

San Francisco must assure that its remaining natural resources are protected from misuse. The intricate relationships between living things and their natural and man-made surroundings should be recognized as primary in improving the quality of environment. The most important uses of existing resources should be those which provide maximum benefits for public use while preserving and protecting the natural character of the environment. Moreover, the supply and quality of resources should be considered as major determinants of the nature and extent of development that is dependent on them.

POLICY 2

Improve the quality of natural resources.

If the present trend toward environmental deterioration is to be curbed, all forms of pollution must be controlled and eventually eliminated. Those resources within the exclusive jurisdiction of the City should be guarded against contamination through local regulatory action. Where effective resource management against pollution requires regional action, San Francisco should support and comply with all anti-pollution standards of the region.

POLICY 3

Restore and replenish the supply of natural resources.

Undoing past mistakes must also be a major part of comprehensive environmental action. In this regard, San Francisco should undertake projects to acquire or create open space, cultivate more vegetation, replenish wildlife, and landscape man-made surroundings. Projects revitalizing the urban environment should be encouraged and receive top priority. With major efforts in this direction, the City will help reverse past trends toward the destruction of the natural qualities of the environment.

POLICY 4

Assure that all new development meets strict environmental quality standards and recognizes human needs.

In reviewing all proposed development for probable environmental impact, careful attention should be paid to upholding high environmental quality standards. Granted that growth provides new economic and social opportunities, uncontrolled growth can also seriously aggravate environmental deterioration. Development projects, therefore, should not disrupt natural or ecological balance, degrade the visual character of natural areas, or otherwise conflict with the objectives and policies of the Master Plan.

OBJECTIVE 2

IMPLEMENT BROAD AND EFFECTIVE MANAGEMENT OF NATURAL RESOURCES.

The urban environment will deteriorate unless protected by well-defined and effectively managed public programs. Additionally, the solutions to present environmental problems are tied up in significant and widespread social change in consumer choices and life styles. The establishment, ultimately, of broad-based, more effective environmental action programs will require involvement of individual citizens, citizen groups, government agencies, and elected officials. Such involvement is essential in the identification of critical issues, development of specific goals and strategies, and the implementation of firm regulatory processes.

POLICY 1

Coordinate regional and local management of natural resources.

Historically, local government has been formed in response to local areas of need. Natural resources, however, often extend beyond the boundaries of municipalities, covering regions, inter-regions, and states. Thus, in the Bay Region, local government has become an ineffective instrument for the management of resources dispersed and interconnected throughout the region. With regard to the more diffuse environmental problems such as air pollution and managing the Bay, Ocean, and Shorelines, San Francisco is ill-equipped to solve the problems alone.

San Francisco should cooperate with existing regional agencies in developing methods whereby cities can lend support to regional efforts to improve the environment. The regional concept, supported and strengthened by well-conceived local programs, is essential to enhancing both natural and man-made surroundings.

POLICY 2

Promote citizen action as a means of voluntarily conserving natural resources and improving environmental quality.

A comprehensive program of citizen participation can assure that public policy will serve the best interests of all elements of society. Moreover, programs conceived through extensive involvement of the communities to be served are generally more effective, for they reflect the desires of a multiplicity of people and thereby carry additional momentum. Since our physical environment is to be shared by all, a balance among all factors (human and economic) must be achieved.

POLICY 3

Provide environmental education programs to increase public understanding and appreciation of our natural surroundings.

If we are to preserve and enhance the quality of our surroundings, we must cherish their values. Environmental education programs promoting an understanding and appreciation of our natural systems serve to expand public awareness of environmental problems and man's place in the world.

Course instruction on the nature and problems of the environment should be continued and emphasized in the public schools, adult education centers, and colleges.

BAY, OCEAN & SHORELINES

OBJECTIVE 3

MAINTAIN AND IMPROVE THE QUALITY OF THE BAY, OCEAN, AND SHORELINE AREAS.

In the past, the Bay and its waterfront were extensively used for commercial purposes and for waste disposal. The Ocean side was largely free of this kind of activity. Although the utilitarian values of the water and shorelines are valid, expediency and short-term gain can lessen the value and attractiveness of these resources. There should be not only a balance between recreational and commercial uses but a balance between preservation and utilization of the Bay, Ocean, and Shorelines.

Protecting and enhancing the many values of these resources requires ending pollution of the Bay and Ocean, closely controlling commercial uses of the water and shorelines, preserving and adding to the recreational frontage along the water, and protecting and improving the existing recreational frontage.

POLICY 1

Cooperate with and otherwise support regulatory programs of existing regional, State, and Federal agencies dealing with the Bay, Ocean, and Shorelines.

Managing the resources of the Bay and Ocean and the abutting lands is under the regulation of a number of limited-purpose regional and State agencies. The region-wide scope of the problems calls for region-wide solutions.

San Francisco has representation on the multi-county agencies, and, consequently, its particular interests are considered along with those of the other constituent counties. When it is apparent, for example, that regionally operated facilities may be more costly to San Francisco than a local facility, common practice is to allow the local option so long as it meets regional performance standards. This policy of local option is essential to the spirit of regional cooperation. Conformity should not override good sense. With this important proviso, San Francisco should support and cooperate with regional, State, and Federal agencies in setting and achieving goals for the conservation of the resources of the Bay, Ocean, and Shorelines.

POLICY 2

Promote the use and development of shoreline areas consistent with the Master Plan and the best interest of San Francisco.

Other portions of the Master Plan set policy on how the city's shoreline areas should ultimately be developed. They are the Recreation and Open Space and Urban Design Elements and the Northeastern Waterfront, Western Shoreline, and South Bayshore Area Plans. The Bay Conservation and Development Commission (BCDC) and the California Coastal Commission also set policy on shoreline development. Within the framework set by these regional planning agencies, San Francisco should promote the use and development of its shoreline areas in accordance with those policies in the Master Plan that serve the best interests of the citizens of the city.

POLICY 3

Implement plans to improve sewage treatment and halt pollution of the Bay and Ocean.

San Francisco's Master Plan for Waste Water Management is an orderly plan for upgrading the collection, treatment, and disposal of San Francisco's sewage. The City should proceed as rapidly as possible to finance and construct facilities required to end the discharge of untreated and insufficiently treated sewage into the Bay and Ocean.

Regulations controlling the discharge of industrial wastes into the sewers should be vigorously enforced as a further means of preventing the pollution of the waters of the Bay and Ocean.

POLICY 4

Encourage and assist privately operated programs to conserve the resources of the Bay, Ocean, and Shorelines.

Voluntary, private organizations concerned about conservation deserve special recognition. They help keep conservation issues in the public consciousness. More importantly, they perform a watchdog function essential to effective enforcement. The City should seek the participation of voluntary groups in monitoring activities that affect the water and shore areas.

POLICY 5

Protect sensitive economic and environmental resources in Northern California offshore coastal areas threatened by oil development.

The regional economy of Northern California, heavily dependent on tourism and commercial fishing, is threatened by offshore oil and natural gas development in the Outer Continental Shelf (OCS) ocean area. Of particular significance to San Francisco is proposed development in the area within the Pt. Reyes-Farallon Island Marine Sanctuary, an important local fishery resource.

The official City position supports continued protection of environmentally sensitive coastal areas that are important to local economic activities. It is imperative that the City make its position known by participating in State Coastal policy review to ensure that local concerns are taken into account by Federal decision-makers.

AIR

OBJECTIVE 4

ASSURE THAT THE AMBIENT AIR OF SAN FRANCISCO AND THE BAY REGION IS CLEAN, PROVIDES MAXIMUM VISIBILITY, AND MEETS AIR QUALITY STANDARDS.

Air pollution is one of the major problems facing the cities of the San Francisco Bay Region. In San Francisco, the need for conserving the air resource and improving air quality is undeniable. While San Francisco benefits from having few large upwind industrial polluters and from certain topographical and climatic conditions, Federal and State air quality standards continue to be violated on a number of days in the city.

The local air supply extends beyond the physical boundaries of San Francisco, covering the entire Bay Region, and effective air resource management must include regionwide planning, monitoring, regulations, and enforcement. San Francisco, however, can take certain actions which supplement and strengthen the efforts of existing regional programs. Local initiatives should be keyed to the curtailment of pollution emissions from sources typically found in San Francisco. Ultimately, solutions to the air pollution problem must be interrelated with virtually all facets of urban existence—industry, transportation, employment, housing, open space, recreation— even the products we buy and consume.

POLICY 1

Support and comply with objectives, policies, and air quality standards of the Bay Area Air Quality Management District.

Regionwide monitoring of air quality and enforcement of air quality standards constitute the primary means of reducing harmful emissions. The conservation of San Francisco's air resource is dependent upon the continuation and strengthening of regional controls over air polluters. San Francisco should do all that is in its power to support the Bay Area Air Quality Management district in its following operations:

- Monitoring both stationary and mobile sources of air pollution within the region and enforcing District regulations for achieving air quality standards.
- Regulating new construction that may significantly impair ambient air quality.
- Maintaining alert, permit, and violations systems.
- Developing more effective controls and method of enforcement, as necessary.

POLICY 2

Encourage the development and use of urban mass transportation systems in accordance with the objectives and policies of the Transportation Element.

During the 1950's, 1960's, and 1970s, San Francisco's resident population decreased while employment within the city increased. The 1980s have seen an increase in population and continued employment growth. Consequently, the number of commuters traveling to and from San Francisco, usually by automobile, has risen, creating a serious threat to ambient air quality. Because of the highly centralized nature of San Francisco and the surrounding region, areawide rapid transit, integrated with convenient municipal transit systems, can be used effectively in reducing automobile emissions.

Urban mass transit systems should be encouraged, with the proper economic incentives, as the most sensible mode of urban travel. To this end, designation of express lanes for commuter buses on the Golden Gate Bridge and the San Francisco-Oakland Bay Bridge would help reduce motor vehicle emissions by encouraging greater use of public transit. Commuters should be encouraged to make the best use of mass transit services available to them. Swift, convenient transit service available during commute hours will provide a major incentive for rejecting the automobile as the primary mode of urban transportation.

Lastly, where feasible, diesel buses should be replaced with buses powered by electricity or other clean energy sources. Existing electric trolley bus lines should be retained wherever possible.

POLICY 3

Encourage greater use of mass transit in the downtown area and restrict the use of motor vehicles where such use would impair air quality.

San Francisco's downtown area is the major focus of the city and the region. Comprised of the financial-office district, a vast governmental administration center, and the stores, hotels and places of entertainment within the area, the downtown area provides the chief center of employment, shopping, and visitor accommodation in the entire Bay Region. Because traffic congestion is so prevalent, air quality often suffers.

Greater use of public transit to, from, and within the downtown area will reduce the amounts of pollutants emitted from motor vehicles. Furthering the objectives and policies of the Transportation Element of the Master Plan, a "transit first" approach would reduce air pollution in the downtown area.

Zones have been identified in which concentrated efforts to control automobile use should be pursued in order to reduce air pollution and to improve the pedestrian environment. A few downtown streets should be designated as traffic-free zones, allowing for the free-flowing movement of pedestrians. Additionally, some other streets in the area should be restricted to pedestrian, transit, delivery vehicle, and emergency use. Vehicle-free and restricted zones should be landscaped, have widened sidewalks, and be oriented to pedestrian use.

Finally, an increase in the frequency of shuttle bus service within the downtown area would provide a reasonable and convenient alternative to the private motor vehicle as a method of travel in the central city, but only in areas that are not already served by public transit.

POLICY 4

Promote the development of nonpolluting industry and insist on compliance of existing industry with established industrial emission control regulations.

The City and County of San Francisco, in cooperation with the Chamber of Commerce, should actively encourage the development and expansion of industries which do not add to the air pollution problem. Those industries which are a major source of industrial air pollution should be identified and made to comply with all industrial emission control regulations. They should be equipped with effective air Quality Management devices.

POLICY 5

Exert leadership in the voluntary reduction of pollution emissions during air pollution alerts.

As provided in the Bay Area Air Quality Management District Alert Plan, air pollution alerts will be called throughout the Bay Region when meteorological forecasts for any twelve-hour period indicate that air contamination levels will reach or exceed alert standards. During alert periods, Bay Area residents are encouraged to follow a set of voluntary actions to diminish air pollution concentrations. San Francisco should exert leadership during alert periods and assist the Air Quality Management District in the following ways:

- Providing assistance in disseminating information on air conditions.

- Encouraging commuters and city residents to use mass transit systems instead of the automobile.

- Making the Police Department's helicopter available for spotting illegal burning in the city.

- Utilizing Police Department staff to issue citations for excessive automobile emissions.

- Utilizing Fire Department staff to detect illegal open burning and to refer violations to the Bay Area Air Quality Management District for enforcement.

- Urging volunteer organizations to monitor compliance with emission control regulations.

- Promoting the establishment of emergency centers for persons with respiratory ailments.

FRESH WATER

OBJECTIVE 5

ASSURE A PERMANENT AND ADEQUATE SUPPLY OF FRESH WATER TO MEET THE PRESENT AND FUTURE NEEDS OF SAN FRANCISCO.

The City and County of San Francisco owns and operates one of the most extensive water and power systems in the world. At present, the supply of fresh water generated by the Hetch Hetchy/Water Department system is more than adequate. Current projections indicate that the present system will meet San Francisco's needs until the year 2020. Over the years, the consumption of fresh water in the city has risen substantially: over 100 percent between 1940 and 1971. This increase in water consumption is primarily due to commercial expansion and has occurred despite a decline in San Francisco's resident population since 1950.

Hetch Hetchy and the Water Department should continue their excellent planning program to assure that the water supply will adequately meet foreseeable consumption demands. To this end, the City should be prepared to undertake the necessary improvements and add to the Hetch Hetchy/Water Department system in order to guarantee the permanent supply. Furthermore, San Francisco should continually review its commitments for the sale of water to suburban areas in planning how to meet future demand.

POLICY 1

Maintain an adequate water distribution system within San Francisco.

Storage reservoirs and distribution lines within San Francisco should match the pattern of development in the city. Areas most intensively developed, having the greatest water demand, should be served by facilities having the greatest capacity.

POLICY 2

Exercise controls over development to correspond to the capabilities of the water supply and distribution system.

New development places additional demands on the water supply and distribution system. Nonresidential water users, representing approximately 45 percent of the consumption in the city, have been the principal cause of the increase in total city water consumption. Development that might place too great a strain on the system should be discouraged.

POLICY 3

Ensure water purity.

San Francisco's drinking water must meet State and Federal water quality standards. Ensuring water quality means continuing the present water purification process and monitoring storage facilities and transmission lines for threats to the water supply.

POLICY 4

Promote nonpolluting recreation uses of fresh water lakes and reservoirs.

A few of San Francisco's lakes serve as a valuable source of recreation. Boating and fishing are permitted at Lake Merced, and other recreational activities are enjoyed at Stow Lake and Spreckels Lake in Golden Gate Park and at Laguna Puerca in Pine Lake Park. San Francisco should encourage continued recreational uses of these lakes where such use does not mar the scenic beauty or water quality.

Fresh water reservoirs without scenic value should be covered, wherever feasible, to prevent evaporation and to provide additional area for recreation or other compatible uses.

POLICY 5

Improve and extend the Auxiliary Water Supply system of the Fire Department for more effective fire fighting.

The Fire Department maintains and operates the Auxiliary Water Supply System (AWSS), a water storage and distribution network that supplements the hydrants connected to the regular water distribution lines. The AWSS presently serves those areas of San Francisco most intensively developed. A recent public referendum authorized a bond issue to extend this system to the remainder of the city, and to modernize certain of its components. Recommendations to remedy system deficiencies should be implemented as soon as is feasible.

It is incumbent upon the City and County of San Francisco to undertake long-term planning for emergency preparedness. Planned expansions and improvements to the AWSS would improve the City's preparedness to meet potential fire disasters.

OBJECTIVE 6

CONSERVE AND PROTECT THE FRESH WATER RESOURCE.

The fresh water resource, like all natural resources, is finite and measurable. While San Francisco's water supply seems vast in relation to current demands, it should not be wasted. Supplementary sources should also be investigated.

POLICY 1

Maintain a leak detection program to prevent the waste of fresh water.

Reservoirs, storage tanks, cisterns, and pipelines can develop leaks and waste the fresh water resource. The continued operation of leak detection programs by the Water Department and Fire Department will help prevent unnecessary waste.

POLICY 2

Encourage and promote research on the necessity and feasibility of water reclamation.

Reclaiming water for public use from waste water may prove to be a necessary step in securing an adequate water supply in the future. Other communities, not as fortunate as San Francisco, are currently looking into water reclamation as a means of conserving fresh water and generating additional supply. San Francisco should investigate the future possibilities of water reclamation, especially for such purposes as fire fighting and industrial use.

LAND

OBJECTIVE 7

ASSURE THAT THE LAND RESOURCES IN SAN FRANCISCO ARE USED IN WAYS THAT BOTH RESPECT AND PRESERVE THE NATURAL VALUES OF THE LAND AND SERVE THE BEST INTERESTS OF ALL THE CITY'S CITIZENS.

San Francisco's dramatic landforms and intimate alliance with the Bay and Ocean give the land a special value. Other elements of the Master Plan recognize the value of this land resource in recommending how the city should develop to achieve an optimum utilization of the land. Just as important as development, however, is the protection of remaining open space to preserve the natural features of the land that form such a striking contrast with the city's compact urban development. In exercising land use controls over development and in preserving permanent open space, the land should be treated as a valuable resource to be carefully allocated in ways that enhance the quality of urban life.

POLICY 1

Preserve and add to public open space in accordance with the objectives and policies of the Recreation and Open Space Element.

Publicly owned open space is located principally in the western half of the city. While these valuable open spaces are preserved and enhanced, great effort should be made to acquire and make available more recreation area in the eastern half of the city. Acquisition and limited filling of tideland areas in the South Bayshore District, for example, would provide needed opportunities for more recreation. The Recreation and Open Space Element should guide the selection and improvement of land for recreation.

The usefulness of land for recreation, however, should not necessarily determine whether or not land areas ought to be preserved. Features of a scenic, geological, topographical, and ecological nature are also important criteria of their value as open space. These natural values of land should be respected.

POLICY 2

Protect land from changes that would make it unsafe or unsightly.

The excavation of land for off-site use of the removed material is subject to control by the City Planning Commission and the Department of Public Works. Quarrying or unnecessary excavation should be strongly discouraged because it defaces the landscape and can limit the usability of the land. Too much earth removal can also create a potentially dangerous slide condition.

POLICY 3

Require that filling of land adhere to the highest standards of soils engineering consistent with the proposed use.

San Francisco has had a good deal of experience with filling marshlands and shallow areas of the Bay. It is recognized that future Bay filling will be limited and subject to City and Regional policies regarding appropriateness. When appropriate purposes for filled land are approved, the highest engineering standards should be followed to ensure safety consistent with the use to which the filled land is to be put. Landfill operations need to recognize potential problems of the mud layer on the Bay bottom, the quality of any previously deposited fill, and the loads to be placed on the fill.

POLICY 4

Assure the correction of landslide and shore erosion conditions where it is in the public interest to do so.

The existing erosion and slide areas along the Ocean shore are within the Golden Gate National Recreation Area. It should be decided first whether all of these problems should be corrected or whether some should be left to the forces of nature. The erosion of Ocean Beach should be corrected through a program of dune stabilization, where feasible. In cases where dune stabilization is not possible, structural measures may need to be utilized. Any stabilization and restoration of these damaged areas, to increase their recreational value, should be undertaken as part of the Federal administration of this recreation area.

Elsewhere in the city, corrective steps should be taken at City expense or through special assessment to solve slide and erosion problems.

POLICY 5

Prohibit construction, as a general rule, on land subject to slide or erosion.

To minimize the hazard to life and property in areas subject to slide or erosion, building should be prohibited. Likewise utilities should not be installed in these areas because of the possibility of disruption.

FLORA & FAUNA

OBJECTIVE 8

ENSURE THE PROTECTION OF PLAN AND ANIMAL LIFE IN THE CITY.

A totally manufactured environment without plants and animals would be sterile. That bit of nature which still remains in San Francisco is a precious asset. The ecological balance of wildlife and plant communities should be protected against further encroachments.

POLICY 1

Cooperate with and otherwise support the California Department of Fish and Game and its animal protection programs.

The California Department of Fish and Game has overall authority to protect animals in San Francisco. The Municipal Code reinforces this control in protecting animals in public areas. The City should foster greater public awareness of these laws.

POLICY 2

Protect the habitats of known plant and animal species that require a relatively natural environment.

Golden Gate Park, a product of years of planning and design, provides to a certain extent the natural environment needed by wildlife and plant communities. The natural areas of Golden Gate Park should remain as they are, and any move to convert them into areas for more active recreation should be discouraged.

Other parks and undeveloped areas in San Francisco remain relatively undisturbed and provide a variety of environments for flora and fauna: beaches, sand dunes, wooded areas, open fields, grassy hills, and lakes. All these areas should be protected. The Presidio, not subject to local jurisdiction, should, nevertheless, be urged to protect animal and plant habitats within its boundaries.

POLICY 3

Protect rare and endangered species.

A number of native plant and animal species are designated as rare or endangered. Interested individuals and groups, together with knowledgeable public agencies such as the Recreation and Park Department and the California Academy of Sciences, should identify the rare and endangered flora and fauna that merit special protection. Cooperatively they should devise ways to assure the fullest possible protection of these species.

TRANSPORTATION NOISE

INTRODUCTION

People who can clearly recollect the sights and sounds of San Francisco during the 1930's and 1940's remember how noisy the streets were then. Numerous cable cars and streetcar lines operated throughout the city. Market Street, with four sets of streetcar tracks, was extraordinarily noisy. The streetcars then were not the quieter types that came into use later. Automobiles, although much less numerous, were noisier than today's models. Then, of course, the bustling waterfront activity and vessels in the Bay further contributed to the sounds of the city.

Despite these noisy transportation systems, ambient or background noise levels over most of the city then were lower than now. Over the years, however, motor traffic — automobiles, trucks, and buses — has risen dramatically. Aircraft flights have multiplied. Today, in some parts of the city, background noise levels are so high that for many people, quiet can only be found inside a building with the windows shut.

We are learning that not only does noise annoy, it can endanger our physical and even mental health. Because of this potential health hazard, some people are becoming convinced that we are as much entitled to a quiet environment as to unpolluted air and water and pure food.

Purpose

Ground transportation noises from trucks, buses, motorcycles, and poorly muffled automobiles predominate over other types of noises as the most persistent cause for complaint. This is why Section 6530(g) of the California Government Code, added in 1972, requires all cities and counties to include a transportation noise element in their general plans.

This Transportation Noise Element is designed to comply with that law. The plan, furthermore, is based on an analysis of present noise levels and 1995 projected noise levels and on the following basic assumptions:

- Surface transportation facilities constitute a major contributor to today's noise levels.
- People do react adversely to excessive noise when it interferes with sleep and other activities.
- People want and are entitled to a quiet environment.
- The technological means are available for reducing transportation noise levels.

OBJECTIVES AND POLICIES

The Transportation Noise Plan is directed toward achieving an environment in which noise levels will not interfere with the health and welfare of people in their everyday activities. Much of the adverse effect of transportation noise can be reduced through sound land use planning and transportation planning. How those elements of the general planning process are implemented is crucial to achieving the goal of a quieter environment. However, in a fully developed city, such as San Francisco, where the land use and circulation patterns are by and large fixed, the ability to reduce the noise impact through a proper relationship of land use and transportation facility locations is limited. In San Francisco, major attention must be given to three main aspects of the problem: the source of the noise, the path it travels, and the receiver of the noise. In general, techniques should be designed to quiet the noise at the source, to block the path over which it is transmitted, and to shield or remove the receiver from the noise.

OBJECTIVE 9

REDUCE TRANSPORTATION-RELATED NOISE.

Much can be done to reduce noise at the source. Technological means are available for reducing vehicular noise emissions well below present levels.

POLICY 1

Enforce noise emission standards for vehicles.

The noise emission standards of the State Vehicle Code are enforced by the California Highway Patrol on the freeways, and by the local police on the city streets. The Noise Abatement Unit of the Police Department is responsible for identifying vehicles that violate the noise emission standards and for securing the correction of the problem. This work should be continued and expanded.

POLICY 2

Impose traffic restrictions to reduce transportation noise.

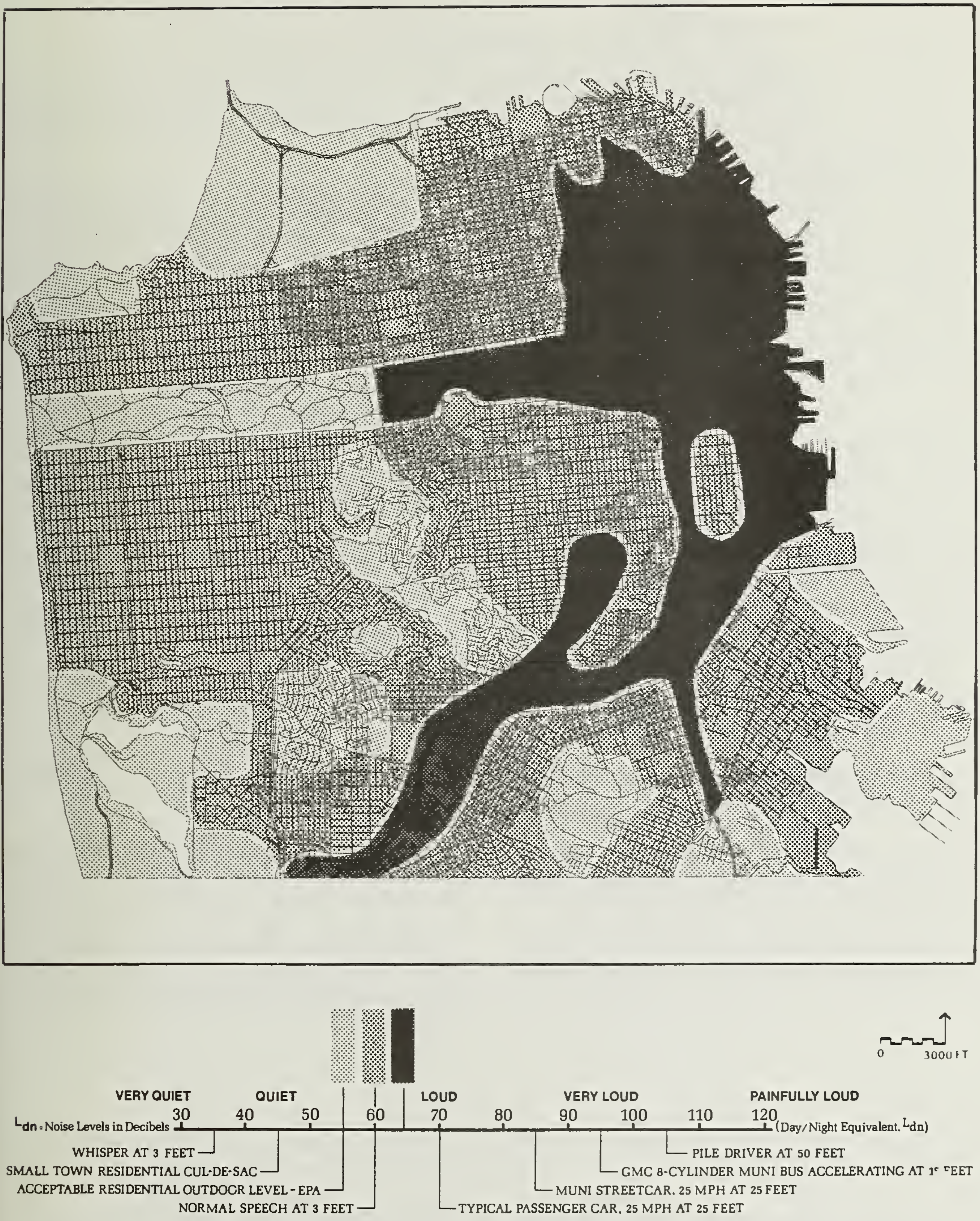
Transportation noise levels vary according to the predominance of vehicle type, traffic volume, and traffic speed. Curtailing any of these variables ordinarily produces a drop in noise level. In addition to setting the speed limit, the City has the authority to restrict traffic on city streets, and it has done so on a number of streets. In addition, certain movement restraints can be applied to slow down traffic or divert it to other streets. These measures should be employed where appropriate to reduce noise.

POLICY 3

Limit City purchases of vehicles to models with the lowest noise emissions and adequately maintain City-owned vehicles and travel surfaces.

The City owns and operates over a thousand vehicles in addition to its large fleet of automobiles. Street noise performance specifications for City vehicles (transit; trucks; specialized vehicles, such as street sweepers, brush chippers, etc.) should be included in the purchasing procedures of the City so that the City will obtain the quietest available models.

With proper maintenance, the City's inventory of vehicles can be kept in good working order, thereby reducing the noise they generate. Proper emphasis must also be placed on smooth street surfaces and on smooth rails for the streetcars and cable cars. Trackbeds for the rail vehicles also require special attention as do the various underground elements of the cable car traction system.


0
3000 FT
VERY QUIET
QUIET
LOUD
VERY LOUD
PAINFULLY LOUD
Ldn = Noise Levels in Decibels
30
40
50
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70
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90
100
110
120
(Day/Night Equivalent. Ldn)
WHISPER AT 3 FEET
SMALL TOWN RESIDENTIAL CUL-DE-SAC
ACCEPTABLE RESIDENTIAL OUTDOOR LEVEL - EPA
NORMAL SPEECH AT 3 FEET
TYPICAL PASSENGER CAR, 25 MPH AT 25 FEET
MUNI STREETCAR, 25 MPH AT 25 FEET
GMC 8-CYLINDER MUNI BUS ACCELERATING AT 1[illegible] FEET
PILE DRIVER AT 50 FEET

NOTE

Background Noise: The general din of street noises excluding all separate, distinguishable noise events

BACKGROUND NOISE LEVELS . 1974

Map 1

POLICY 4

Regulate use of emergency sirens.

Police Vehicles, fire engines, and ambulances, in their function as emergency vehicles, are entitled to the use of emergency warning sirens. Under State law, sirens must produce a sound level of at least 90 decibels at 100 feet. Many persons find these sirens — especially the warbling type — annoying. The warbling siren should be replaced by conventional sirens and measures should be taken to assure that the use of all sirens is restricted to assuring the emergency vehicle the right-of-way only in genuine emergencies.

POLICY 5

Retain and expand the electric trolley network.

Electric trolley buses are quiet, economical, and relatively pollution-free in their use. These benefits outweigh the adverse environmental impact of power generation or fossil fuel utilization. Electric trolleys should be retained where feasible and consideration should be given to electrifying selected existing diesel bus routes.

POLICY 6

Discourage changes in streets which will result in greater traffic noise in noise-sensitive areas.

Widening streets for additional traffic lanes or converting streets to one-way direction can induce higher traffic volume and faster speeds. Other techniques such as towaway lanes and traffic light synchronization also facilitate heavier traffic flows. Such changes should not be undertaken on residential streets if they will produce an excessive rise in the noise level of those streets.

OBJECTIVE 10

MINIMIZE THE IMPACT OF NOISE ON AFFECTED AREAS.

The process of blocking excessive noise from our ears could involve extensive capital investment if undertaken on a systematic, citywide scale. Selective efforts, however, especially for new construction, are both desirable and justified.

POLICY 1

Promote site planning, building orientation and design, and interior layout that will lessen noise intrusion.

Because sound levels drop as distance from the source increases, building setbacks can play an important role in reducing noise for the building occupants. (Of course, if provision of the setback eliminates livable rear yard space, the value of the setback must be weighed against the less of the rear yard.) Buildings sited with their narrower dimensions facing the noise source and sited to shield or be shielded by other buildings also help reduce noise intrusion. Although walls with no windows or small windows cut down on noise from exterior sources, in most cases it would not be feasible or desirable to eliminate wall openings. However, interior layout can achieve similar results by locating rooms whose use require more quiet, such as bedrooms, away from the street noise. In its role of reviewing project plans and informally offering professional advice on site development, the Department of City Planning can suggest ways to help protect the occupants from outside noise, consistent with the nature of the project and size and shape of the building site.

POLICY 2

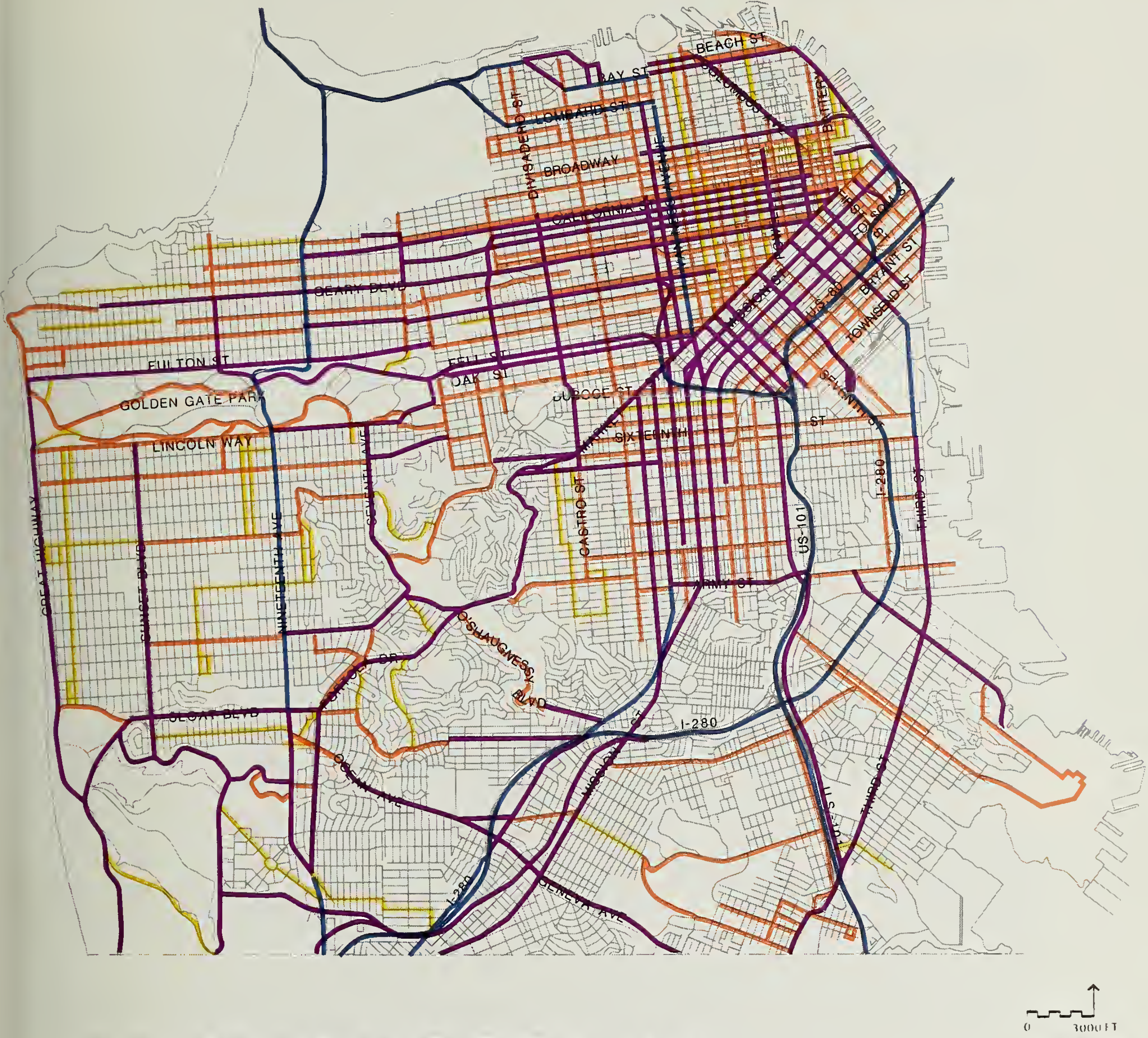
Promote the incorporation of noise insulation materials in new construction.

State-imposed noise insulation standards apply to all new residential structures except detached single-family dwellings. Protection against exterior noise and noise within a building is also important in many nonresidential structures. Builders should be encouraged to take into account prevailing noise levels and to include noise insulation materials as needed to provide adequate insulation.

POLICY 3

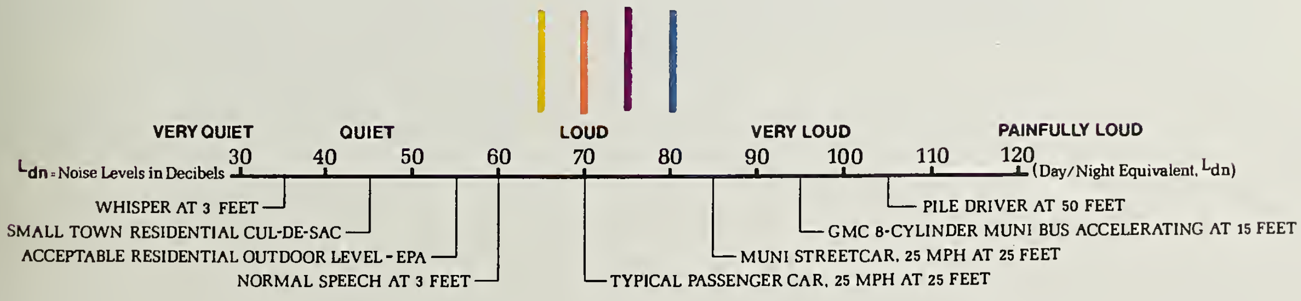
Construct physical barriers to reduce noise transmission from heavy traffic carriers.

If designed properly, physical barriers such as walls and berms along transportation routes can in some instances effectively cut down on the noise that reaches the areas beyond. There are opportunities for a certain amount of barrier construction, especially along limited access


BEACH ST
BAY ST
COLUMBUS
BATTERY
LOMBARD ST
DIVISADERO ST
BROADWAY
CALIFORNIA ST
VAN NESS AVENUE
GEARY BLVD
FIRST ST
FOLSOM ST
BRYANT ST
US 80
TOWNSEND ST
MISSION ST
FULTON ST
FELL ST
OAK ST
GOLDEN GATE PARK
DUBOCE ST
LINCOLN WAY
SEVENTH ST
MARKET ST
SIXTEENTH ST
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
SEVENTH AVE
CASTRO ST
US-101
I-280
THIRD ST
ARMY ST
O'SHAUGHNESSY BLVD
PORTOLA DR
SLOAT BLVD
I-280
OCEAN AVE
MISSION ST
GENEVA AVE
I-280
THIRD ST
0
3000 FT

THOROUGHFARE NOISE LEVELS . 1974

Map 2


VERY QUIET
QUIET
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GMC 8-CYLINDER MUNI BUS ACCELERATING AT 15 FEET
PILE DRIVER AT 50 FEET

thoroughfares and transit rights-of-way (such as BART), but it is unlikely that such barriers can be erected along existing arterial streets in the city. Barriers are least effective for those hillside areas above the noise source. Where feasible, appropriate noise barriers should be constructed.

OBJECTIVE 11

PROMOTE LAND USES THAT ARE COMPATIBLE WITH VARIOUS TRANSPORTATION NOISE LEVELS.

Because transportation noise is going to remain a problem for many years to come, attention must be given to the activities close to the noise. In general, the most noise-sensitive activities or land uses should ideally be the farthest removed from the noisy transportation facilities. Conversely, those activities that are not seriously affected by high outside noise levels can be located near these facilities.

POLICY 1

Discourage new uses in areas in which the noise level exceeds the noise compatibility guidelines for that use.

New development should be examined to determine whether background and/or thoroughfare noise level of the site is consistent with the guidelines for the proposed use. If the noise levels for the development site, as shown on Maps 1 and 2 (which should be revised periodically to keep them current), exceed the sound level guidelines established for that use, as shown in the accompanying land use compatibility chart, then either needed noise insulation features should be incorporated in the design or else the construction or development should not be undertaken. Since the sound levels shown on the maps are estimates based on both traffic data and on a sample of sound level readings, actual sound levels for the site, determined by accepted measurement techniques, may be substituted for them.

POLICY 2

Consider the relocation to more appropriate areas of those land uses which need more quiet and cannot be effectively insulated from noise in their present location, as well as those land uses which are noisy and are presently in noise-sensitive areas.

Many commercial and industrial activities do not need to be in a quiet area, because interior noise levels typically are already high and tend to override noise from exterior sources. On the other hand, some uses require quiet locations and cannot be effectively insulated from noise. When feasible and desirable to do so, such activities should be encouraged to relocate to quieter areas. Conversely, there may on occasion be opportunities to relocate noisy uses to areas where the noise they generate will be less disturbing to their neighbors.

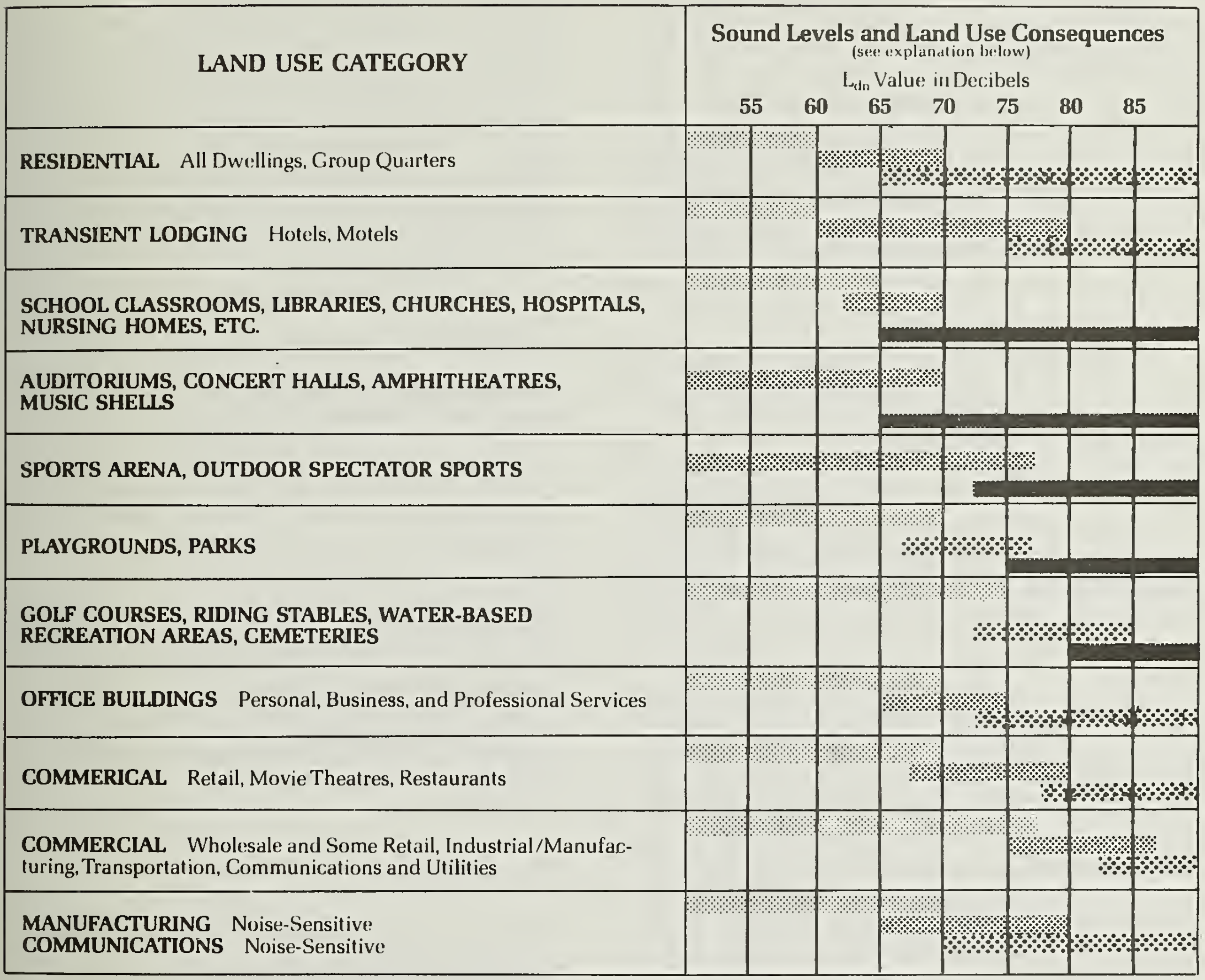
POLICY 3

Locate new noise-generating development so that the noise impact is reduced.

Developments which will bring appreciable traffic into or through noise-sensitive areas should be discouraged, if there are appropriate alternative locations where the noise impact would be less. For those activities — such as a hospital — that need a quiet environment, yet themselves generate considerable traffic, the proper location presents a dilemma. In those cases, the new development should locate where this traffic will not present a problem and, if necessary, incorporate the proper noise insulation.

The feasibility of making noise-reducing changes to existing transportation facilities remains an obstacle to any large-scale transformation. New thoroughfares and new Municipal Railway facilities, however, offer opportunities to overcome objectionable noise aspects. Ideally, new transportation facilities should be located in areas or along routes of least noise-sensitive land uses. Where it is infeasible or undesirable to do so, special noise-suppressing design features should be incorporated into the facilities in order to make them acceptable neighbors.

LAND USE COMPATIBILITY CHART FOR COMMUNITY NOISE



░ **Satisfactory, with no special noise insulation requirements.**

▒ **New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design.**

▨ **New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the desdign.**

■ **New construction or development should generally not be undertaken.**

ENERGY

INTRODUCTION

Events of the past decade have brought the issue of energy fully into public view. Ever-increasing energy prices, combined with constraints in the development of conventional energy supplies, have forced the public to question and debate the energy future they would like to see. The debate has centered on public and governmental participation in pricing and energy supply issues.

San Francisco, through its regulatory and planning activities, directly influences how, and to what extent, energy is used in the city. Local regulations governing the design, construction and use of buildings affect operational energy needs. Transportation policy decisions directly affect petroleum- based fuel requirements. Daily decisions on these and other issues should occur within a locally approved policy framework, since they will help determine San Francisco's energy future for decades to come.

Increasing the efficiency of energy use is predicated on matching needs with resources. Morever, the local setting is an important aspect of this process and should be taken into consideration when developing a citywide energy policy. In tackling its energy problems, San Francisco has two natural assets: mild climate and compact urban form. The city's temperate climate effectively eliminates the need for mechanical air conditioning, with the exception of commercial buildings that are sometimes overheated by interior lighting. San Francisco's density reduces the energy requirements for transportation and increases the economic feasibility of co-generation, district heating and integrated energy systems.

The Energy section of the Environmental Protection Element provides the City and County of San Francisco with a comprehensive and pragmatic energy management program that can promote a productive collaboration between municipal government and local residents. This document should guide both public and private decisions affecting the use of energy. San Francisco's Energy Policy was designed with four goals in mind: (1) increasing the efficiency with which energy is used locally; (2) diversifying the present balance of resource supplies to meet local energy needs; (3) fostering the economic development of energy management services and renewable energy systems; and (4) encouraging the active participation of members of the community to carry out this program. Seven objectives are set forth to achieve these goals. The first four objectives address energy management opportunities in the government, residential, commercial and transportation sectors. The fifth encourages renewable resource use. The remaining two objectives focus on the complex and interrelated roles of municipal government, PG&E, and State and Federal governments in energy management and financing activities.

Each objective is accompanied by policies and arguments to clarify the objective's intent.

GOALS

The objectives and policies contained in the Energy Policy are based on the premise that energy management programs for San Francisco should be designed to protect and enhance the economic and environmental well being of City residents. This is to be accomplished through:

More Efficient Use of Energy

Conservation is best understood as a productive enterprise designed to increase the energy efficiency of public and private activities within the City. Substantial energy savings can be produced without requiring either major changes in lifestyle or economic dislocation. Increasing the efficiency of energy use will benefit the local economy by reducing the flow of dollars exported outside the region for fuel needs.

Measured in terms of economic payback, quantity of supply and prevention of environmental disruption, energy conservation becomes a preferred strategy when compared to the increased use of conventional fuels or the development of new fuel sources It will provide San Francisco residents with the cheapest, most accessible and least disruptive energy supply alternative.

Balance of Energy Supplies to Meet Local Needs

Pacific Gas and Electric Company supplies electricity and natural gas to San Francisco. Hydro, oil and natural gas comprise the primary energy sources used to generate electricity, with lesser amounts coming from geothermal and nuclear fuels. Most natural gas is shipped either from Canada or the Southwest, with the balance coming from California producers. The Hetch Hetchy system provides electricity for City and County municipal operations.

PG&E will be shifting to an increased deployment of renewable, alternate energy resources such as solar, geothermal, co-generation and wind. This energy policy envisions and encourages a similar energy future for San Francisco. It is consistent with the assessment of the California Energy Commission that renewable energy resources will provide State residents will the greatest long term monetary, social and environmental benefits. The Commission believes local public policy should be directed toward the accelerated development of these resources through both private and municipal actions.

Although these energy alternatives will not displace conventional fuels in the near future, their development will provide San Francisco residents with a more varied resource mix that will be less susceptible to supply and price uncertainties.

Economic Development

A citywide energy program has significant job development implications. Reducing utility expenditures will redirect money currently going to energy suppliers outside the region back into the local economy. This bolsters local jobs and can help foster economic development. Increased reliance on conservation and renewable energy technologies will expand local job opportunities, since these industries tend to be labor-intensive in nature.

Job training programs should recognize employment opportunities arising from implementation of local energy programs. Certain energy service enterprises should be located in neighborhood commercial areas, while other energy related manufacturing firms require industrial sites. These needs can be addressed within the City's land use policies.

Responsible Community Participation

An effective local energy management program is contingent upon responsible participation from all members of the community. This requires the formation of a partnership between the private and public sectors to coordinate their efforts in finding acceptable solutions to energy problems facing San Francisco. Solutions based on proven and economical methods are the most reliable way of transforming San Francisco into an energy efficient urban community.

OBJECTIVES AND POLICIES

MUNICIPAL

OBJECTIVE 12

ESTABLISH THE CITY AND COUNTY OF SAN FRANCISCO AS A MODEL FOR ENERGY MANAGEMENT.

Municipal government accounts for a small, but growing fraction of San Francisco's total energy use. In 1979, the combined Governmental sector (Federal, state and local) used 3% of the natural gas, and 20% of the electricity supplied to the City. The municipal energy budget in 1980 amounted to $21 million. Electricity demand is expected to increase significantly in the future as municipal wastewater treatment and electrified transit programs are implemented.

Electricity is supplied to municipal facilities through Hetch Hetchy, the City-owned hydro electric facility. Natural gas is supplied by Pacific Gas and Electric Company. Adequate hydro capacity is available to meet projected municipal electrical demand. In this context, electrification of the municipal transit system provides a two fold benefit. It reduces oil dependency while increasing overall reliance on a renewable energy resource, i.e., water.

The City and County should set a positive example for the rest of San Francisco in the management of energy resources. First and foremost, local government should develop a strong internal energy conservation program to learn first hand what management techniques are available to the community. Reducing energy use will reduce operational expenditures, while providing additional city revenues through the sale of conserved energy to private customers.

There are excellent opportunities for saving energy within municipal government. Many energy management measures can be incorporated into routine maintenance and operating procedures at virtually no cost. Other measures require a minor investment, while providing a financial return within one or two years. Still others offer longer term monetary and energy savings to San Francisco, while requiring extensive financial investment. A program of budgetary incentives should be developed to encourage City agencies to save energy. Comprehensive municipal energy management requires the participation of all departments and the political and financial support of the Mayor and the Board of Supervisors.

POLICY 1

Incorporate energy management practices into building, facility, and fleet maintenance and operations.

The City has already begun taking the first step in municipal energy conservation by increasing the energy efficiency of existing facilities. A primary conservation technique involves building energy audits that identify potential energy saving practices and capital investment options. Reductions in electricity use offer the greatest potential, since municipal buildings consume energy primarily for heating, ventilating, air conditioning (HVAC) and lighting needs. Much of this potential could be realized through changes in operational and maintenance procedures. Energy monitoring reports, issued on a regular monthly basis, provide a means for comparing actual and budgeted energy use.

The City and County of San Francisco owns and operates a sizable vehicle fleet. Management practices involving the operation and maintenance of these vehicles provide a method for reducing unnecessary fuel usage. A scheduling system for vehicle maintenance would, for instance, insure that energy conservation actions are taken on a planned basis. Gasoline, diesel, and electricity consumption would be affected. Education is critical to an effective fleet energy management program since personal driving habits greatly influence overall energy requirements.

POLICY 2

Integrate energy cost reduction measures into the budget process.

Once measures have been taken to improve maintenance and operations, additional energy cost savings can be obtained from retrofit investments and the acquisition of new assets. Energy criteria should be considered in purchase decisions to allow the City to identify and evaluate cost reduction investment opportunities.

Payback is a reliable measure for appraising municipal investments opportunities in energy conservation and renewable technologies. Payback provides an indication of the length of time required to recover an initial investment in an energy saving measure based on the dollar value of the energy savings resulting from that investment. It can help answer such questions as whether the City should replace its incandescent street lights with fluorescent or low sodium lights.

Life cycle cost analysis is a useful method for assessing municipal decisions on the purchase of capital equipment. The cost-effectiveness of the item is evaluated by combining the initial cost of the asset with all of the related energy costs associated with using the asset over its expected life. In many cases, a higher priced item might be a better investment if its operational costs for energy use are relatively low over time. Life cycle cost analysis should replace the current municipal bid process, which emphasizes initial costs to the exclusion of life time operational costs in purchasing decisions.

POLICY 3

Investigate and implement techniques to reduce municipal energy requirements.

When low cost energy management practices have been incorporated into operations and maintenance procedures, emphasis should be placed on capital investments that would reduce municipal energy demand still further. State of the art energy technologies, such as solar water heating systems, should be considered for use in municipal demonstration projects. The Steinhart Aquarium in Golden Gate Park is a successful example of a solar retrofit demonstration project. Co-generation systems might provide an attractive investment for facilities such as schools and hospitals that have large space heating needs. Governmental buildings with constant hot water but seasonal space heating requirements could be likely candidates for separate boiler systems. Such applications increase the efficiency of energy use while providing opportunities to inform and educate the public.

In new City and County facilities, redevelopment projects, and extensive rehabilitation or modernization work, building design should be encouraged that will minimize overall energy requirements. Recently completed State and Federal facilities in Northern California consume substantially less energy than is currently allowed under the State's Title 24 energy conservation standards. District heating and other "total energy" systems can provide economical alternatives to less efficient decentralized energy systems. Demonstration projects of this type would set an example to the private sector on feasible methods to reduce energy budgets for major new projects.

POLICY 4

Encourage investment in capital projects that will increase municipal energy production in an environmentally responsible manner.

The City's Hetch Hetchy system currently provides ample electricity to meet all municipal needs. Excess power is sold to other government agencies and private customers, providing revenues to the City and County. Recent studies have indicated that Hetch Hetchy's electrical capacity could be increased through investments in a variety of projects, including small hydro development throughout the system. Such expansion should be undertaken in conjunction with careful consideration of the environmental consequences to the surrounding region.

The City and County has several additional opportunities to increase municipal energy production capability in an environmentally responsible manner. These include participation in a solid waste to energy plant to produce electricity, treatment of sewerage for possible production of methane gas, and involvement in community waste recycling efforts. These projects would alleviate current waste problems while producing fuels that might prove useful in governmental demonstration projects.

POLICY 5

Include energy emergency preparedness plans in municipal operations.

The City and County of San Francisco should be prepared for possible fuel shortages or disruptions in energy supplies due to political or economic events in addition to emergency situations resulting from natural disasters such as earthquakes. These situations could have a severe impact on important municipal services normally supplied to the public. Energy contingency plans are essential to minimize impacts on the health, safety, and general welfare of the public. Such plans should be coordinated with State emergency preparedness efforts.

San Francisco's energy emergency preparedness plan should emphasize management systems such as fuel rationing, delineation of essential and non essential services and restricted vehicle operations that would ensure the continued provision of essential public services. In addition, community preparedness and financial management strategies should be examined to reduce local economic dislocations from sudden energy scarcity and price increases.

RESIDENTIAL

OBJECTIVE 13

ENHANCE THE ENERGY EFFICIENCY OF HOUSING IN SAN FRANCISCO.

San Francisco's residents have seen their utility bills rise well beyond the rate of inflation. Higher utility costs only exacerbate the fact that the city is one of the most expensive housing markets in the nation. The Federal government has reduced its funding commitments to energy conservation. The State's role in residential energy conservation, though important, has also been limited by budget cutbacks. As a result, city government must provide leadership in working with the private sector and PG&E to stabilize energy costs.

The residential sector consumes nearly one fourth of the electricity and approximately two-thirds of the natural gas used in San Francisco. San Franciscans use considerably less electricity than average PG&E residential customers, although they consume close to the average amount of natural gas. Natural gas is used primarily for space and water heating, while electricity is used for lighting and appliances. Older housing typical of San Francisco is poorly insulated and requires more heating, and generally contains fewer appliances. Natural gas usage represents the largest energy savings potential in the residential sector, through the implementation of cost-effective weatherization measures and more efficient operation of space and water heating systems.

Actions taken to increase the efficient use of energy may raise initial housing costs for private owners in some cases. These actions will, however, promote affordable housing in the long run by reducing annual utility expenses. San Francisco residents can save substantial sums of money and energy by undertaking an aggressive energy management program that includes community education and promotion, regulation, creative financing, and some capital investment. Special emphasis should be devoted to programs that benefit the city's renter and elderly residents, since this portion of the population pays a higher proportion of their income on energy bills.

FAYE'S CLEANERS

POLICY 1

Improve the energy efficiency of existing homes and apartment buildings.

The vast majority of the City's homes and apartment buildings were built prior to the adoption of California's building energy standards. Economical remedial energy measures are currently available that can produce significant energy and monetary savings to residents of these structures. These measures include, but are not limited to, increased levels of ceiling insulation, weatherstripping and caulking of windows and exterior doors, low flow showerheads, thermostat setbacks, water heater blankets and electric ignition devices for appliances. Implementation of these measures on a citywide level would reduce projected expenditures for energy by millions of dollars, and at a relatively low cost to the city's residents.

A special problem exists in attempts to upgrade the energy efficiency of San Francisco's apartment buildings. Tenants pay utility bills, either directly when billed by PG&E, or indirectly when landlords pass through utility costs in rents. As a result, landlords have little incentive to install energy management measures. Likewise, tenants are reluctant to make capital improvements to their apartments for a number of reasons: many tenants move relatively frequently, making justification of capital improvements difficult; tenants perceive building improvements as a landlord responsibility; and, in master metered buildings, tenants who reduce their energy consumption often are not rewarded by lower utility charges and/or rent reductions.

Local weatherization activities should emphasize a combination of educational and governmental enforcement measures. Utility and community organizations are good resources for educating homeowners, tenants, and landlords about energy cost reduction opportunities, including financial and technical assistance programs. Master metering should be strongly discouraged, and conversion to individual metering encouraged when shown to be cost-effective. Municipal building and housing codes should be examined for ways to include economical energy efficiency standards in existing residential structures. These efforts are necessary to protect the affordability of housing in San Francisco.

POLICY 2

Strengthen enforcement of the state's residential energy conservation building standards.

California has adopted energy standards for new residential buildings and buildings undergoing extensive remodeling (Title 24). Homes and apartments constructed according to these standards are expected to consume approximately 40% less energy than comparable older units.

The State has left enforcement of Title 24 energy standards to local government, without providing financial assistance for staff support. As a result, local government enforcement is uneven at best. It is important that San Francisco have an inspection staff that is knowledgeable about State energy standards for this region. In addition, there must be sufficient personnel to properly review plans and undertake site inspections to insure compliance with Title 24.

POLICY 3

Expand the environmental review process to encourage the use of additional measures to save energy in new housing.

Designers of new housing should address the site as the first step in production of energy efficient housing. The primary energy needs of residential structures in San Francisco are space and water heating. Whenever practical, housing sites should be oriented to provide maximum exposure of living areas to sunlight and daylight. This will significantly reduce space heating and lighting needs.

Building technologies currently on the market make it economically feasible to produce energy efficient housing beyond the State adopted standards. These technology options include solar water heating systems, operational skylights for natural daylighting and ventilation, and co-generation and waste heat recovery systems in mixed use projects. Specific guidelines should be made available to assist developers in assessing specific technologies for new development projects.

POLICY 4

Encourage the use of energy conserving appliances and lighting systems.

Over two-thirds of San Francisco's residential electrical demand is devoted to the operation of refrigerators, household appliances and lighting systems. State and Federal legislation has set minimum efficiency standards for major new appliances and requires labels that reveal anticipated lifetime operational costs. Labeling, combined with educational programs, should make consumers more aware of the energy requirements of major household appliances such as refrigerators, stoves and heaters.

The use of fluorescent lighting systems for service areas, in combination with light dimmers for living areas, is a proven way to reduce electricity use while providing adequate lighting comfort.

POLICY 5

Emphasize energy conservation in local government housing assistance programs.

City housing agencies should take the lead in adopting energy conservation criteria into their housing programs. Reducing energy expenditures is an important part of providing affordable housing. Energy audit and weatherization work should be coordinated with the city's rehabilitation loan programs. Energy efficiency should be stressed in new subsidized units.

Redevelopment areas should be targeted as demonstration sites for the purpose of constructing energy efficient housing. Sites should be analyzed for their energy production potential. Housing construction within redevelopment areas should achieve lower energy budgets than currently allowed under State Title 24 energy standards, in order to set an example for other areas of the city.

POLICY 6

Advocate real estate association participation in residential energy management program efforts.

Homeowners and investors increasingly seek information on utility bills prior to purchasing property. The general public relies on the opinion and expertise of the real estate industry on housing matters. As such, San Francisco's realtors should become actively involved in marketing energy management strategies to both home and apartment building owners. By educating clients on energy efficiency improvements that will reduce operating energy costs, the real estate industry would provide a valuable service in helping to upgrade San Francisco's housing, without the need for additional government regulations.

COMMERCIAL

OBJECTIVE 14

PROMOTE EFFECTIVE ENERGY MANAGEMENT PRACTICES TO MAINTAIN THE ECONOMIC VITALITY OF COMMERCE AND INDUSTRY.

The commercial sector is the fastest growing energy use sector in San Francisco. Commercial buildings consume over half of the electricity and over a quarter of the natural gas supplied to the city. Within this sector, electrical demand has been growing at a rate double the growth of total city demand. The current boom in new office construction will further increase commercial energy use. Energy conservation in commercial buildings, therefore, represents an important citywide objective.

In the commercial and industrial sectors, electricity is used for lighting, air conditioning, office equipment and welding operations, while natural gas is used for space and water heating, food storage/ preparation and metal fabrication. The greatest energy savings can be made through better management of lighting and better design and management of heating, ventilation and air conditioning (HVAC) systems. An effective conservation program will save businesses and industry substantial amounts of money that can be reinvested in the local economy. In the absence of efficiency improvements, energy expenditures by commercial and industrial users would be expected to triple in a decade.

An effective commercial and industrial energy management program will require the participation of architects and design engineers, and representatives of organizations, such as the Building Owners and Managers Association, the Chamber of Commerce, and PG&E.

POLICY 1

Increase the energy efficiency of existing commercial and industrial buildings through cost-effective energy management measures.

The vast majority of commercial and industrial buildings were constructed when energy costs were of little concern to architects and engineers. The costs associated with doing business in San Francisco have risen partially as a result of energy expenditures that have increased dramatically over the past decade. Many of the barriers to multifamily residential energy conservation apply to commercial structures as well. There is a diversity of building types and equipment in use, thus requiring specialized analysis for each structure. Many commercial businesses are tenants in master-metered buildings and are only indirectly held accountable for energy use through operating cost clauses in their leases.

There is a strong need for private business leadership in promoting energy efficiency in existing buildings. Key strategies to reduce operating energy loads involve proper maintenance and operation of mechanical systems. Lighting levels can be adjusted and incandescent lighting replaced with fluorescent, mercury and sodium alternatives. Computerized energy management systems can be an economical measure for large energy users. Commercial and industrial energy conservation is limited only by the innovation and imagination of building architects and engineers.

POLICY 2

Insure adequate local enforcement of California's non-residential building standards.

The California Energy Commission has adopted and periodically reviews energy design standards for all new non-residential buildings (Title 24). The standards require that all new buildings be designed to use significantly less energy than buildings built prior to the passage of the new requirements.

The City is charged with the enforcement of the State building standards. Enforcement of the standards is a responsibility of the City's Bureau of Building Inspection (BBI). Conformance with the State's energy efficiency standards should be a priority in the City's building permit review process. This will require adequate training of building code inspectors on the energy components of the building standards.

POLICY 3

Expand the environmental review process to encourage the use of additional measures to save energy in new commercial buildings.

California Title 24 Standards do not reflect the state of the art in building efficiency design. There are a number of design features which have been used successfully in some San Francisco high rise buildings to further reduce energy consumption, e.g. the use of natural ventilation to reduce air conditioning demand. Detailed case studies should be undertaken to evaluate the performance of such features. This information should be shared with parties involved in building design and EIR preparation.

The environmental impact report (EIR) process is designed to review the potential environmental impacts associated with major new development projects. This process provides an opportunity for dialogue among the City, developer and public on a range of issues, including energy. Commercial case studies and energy research efforts should be undertaken to determine cost-effective energy conservation strategies, e.g. single metering, integrated energy systems, flextime to reduce peak transit use, that should be integrated into EIR procedures.

POLICY 4

Promote commercial office building design appropriate for local climate conditions.

The climate of San Francisco is dominated by the sea breezes characteristic of maritime climates. Because of the steady stream of marine air, there are few heat and cold extremes. Temperatures exceed 90 degrees F. on an average of once a year, and drop below freezing on an average of less than once a year.

Commercial building design should reflect San Francisco's climate. Buildings designed to take advantage of nearly year long westerly winds will be able to maximize natural ventilation opportunities. Heating, ventilation and air conditioning (HVAC) systems should be designed with these climatic conditions in mind. These actions would reduce both operating costs and energy demand.

POLICY 5

Encourage use of integrated energy systems.

Integrated energy systems are a promising method for increasing the efficiency with which energy is used in commercial and mixed use projects. This concept encompasses a variety of systems. District heating and cooling systems deliver hot water or steam to buildings from a central location. San Francisco has three district heating systems serving the Civic Center and downtown areas, two of which are owned by PG&E. These systems are presently underused, despite considerable activity in new commercial office construction downtown. A feasibility study on providing steam service to new projects within or adjacent to the present steam distribution area should be undertaken. The present system could be operated more efficiently at lower unit cost with additional customers.

Other integrated energy technologies, such as co-generation and waste heat systems, use one fuel source to provide two or more end needs, thereby reducing overall energy requirements. Such systems might present a feasible and economically attractive energy supply option for new commercial office, mixed use and industrial projects. Initial studies should be undertaken to assess the potential application of these technologies on new development projects.

TRANSPORTATION

OBJECTIVE 15

INCREASE THE ENERGY EFFICIENCY OF TRANSPORTATION AND ENCOURAGE LAND USE PATTERNS AND METHODS OF TRANSPORTATION WHICH USE LESS ENERGY.

Transportation activities consume more than a fifth of San Francisco's total energy. Personal auto use accounts for more than half of total transportation energy use locally, and more than half of this total is for work commuting. The most obvious way to reduce this level of fuel consumption is to reduce personal auto use for both work and non work travel. Where people still must rely on autos, it is necessary to make more efficient use of them, by increasing both passenger loads and fuel economy.

Providing efficient transportation services in metropolitan areas is a complex problem. The best way to reduce transportation energy use is to increase the overall efficiency of transportation systems. Policies should be developed which take advantage of densities and location to reduce the need to travel and increase access to transit. Significant energy savings could result from construction of mixed use development projects that integrate employment with residential and shopping uses.

The benefits of reduced transportation energy use are clear. It will save money for both San Francisco's residents and business community while conserving critical fuel resources. This will, in turn, reduce the city's vulnerability to oil supply interruptions, with the added environmental benefit of lessening pollution and congestion.

POLICY 1

Increase the use of transportation alternatives to the automobile.

Transit remains one of the more energy efficient methods of accommodating personal transportation needs, particularly the daily commute to and from work. The City of San Francisco is fortunate to have an extensive transit system that is used and supported by local residents. As such, its continuance and expansion should be encouraged.

The system, however, is not without its problems. Local revenue sources are declining in proportion to the rising costs of maintaining existing service levels. The growth of commercial office development downtown, while increasing the local tax base, also imposes pressure to expand the existing service network in order to avoid both increased congestion and a reduction in transit service levels. A financing partnership should be established to maintain and enhance the city's energy efficient transportation network. Financing mechanisms should be pursued to allocate the costs associated with increased transit service demand. In addition, a variety of transportation alternatives, including the provision of bicycle, jitney, and pedestrian facilities, should be carried out through both public and private transportation energy management programs.

POLICY 2

Provide incentives to increase the energy efficiency of automobile travel.

Increasing the energy efficiency of automobile travel should be a major local transportation energy policy. Incentives should be instituted to increase the number of passengers per vehicle for local travel. Preferential parking for carpools and van pools, restrictions on the availability of long term parking for single occupant vehicles, and continuance of state tax credits for employers who implement carpool and vanpool programs, are some of the ways to encourage energy efficient high occupancy auto travel. In addition, the city can promote use of fuel efficient vehicles through implementation of preferential parking policies for smaller autos, and reducing the size of off-street parking spaces.

POLICY 3

Encourage an urban design pattern that will minimize travel requirements among working, shopping, recreation, school and childcare areas.

An energy efficient transportation system is highly dependent on local land use policies. San Francisco's high density, compact form lends itself to the use of various transportation alternatives in order to satisfy the daily needs of local residents. Recent developments, however, could seriously alter this balance. New housing has not kept pace with the growth in local employment, imposing pressure on existing housing and encouraging housing growth outside the city. Commercial neighborhood districts are under intense development pressure, forcing certain neighborhood services to move outside the area. These trends increase distances, and thus energy requirements, for personal travel.

The city should implement programs that reinforce San Francisco's present urban design pattern. Housing conditions placed on new commercial office development projects should emphasize the provision of housing at or near employment centers. Neighborhood commercial policies should promote the continued presence of diverse local service establishments. These policies would enhance the city's existing urban character, while keeping personal transportation energy requirements to a minimum.

POLICY 4

Promote more efficient commercial freight delivery.

Better designed and more adequate space for freight loading in major high rise commercial buildings will increase the energy efficiency of the transportation system by minimizing traffic congestion. San Francisco should aggressively enforce recently enacted off-street freight loading and service vehicle space requirements. The City should also examine the feasibility of establishing satellite freight centers to reduce truck movement into the downtown.

POLICY 5

Encourage consideration of energy use issues when making transportation investment decisions.

The development of new transportation facilities can either increase total energy demand or encourage greater energy conservation. The funding of highway and transit projects is complex and involves the agreement of many government agencies. San Francisco should work with other local governments and regional agencies to ensure that future transportation plan development is consistent with its transportation and energy policies, both of which emphasize energy conservation.

POLICY 6

Promote alternative work arrangements which will contribute to more efficient transportation use.

Currently, the work trip is the largest single component of personal transportation needs, responsible for peak service loads and overcrowding of the existing transportation system. Energy savings could be achieved through more efficient utilization of the existing transit system. Alternate work arrangements, such as flex-time or staggered work hours, have the potential for increasing the efficiency of the existing transportation system while reducing the need for system expansion.

ALTERNATE ENERGY

OBJECTIVE 16

PROMOTE THE USE OF RENEWABLE ENERGY SOURCES.

Renewable energy is a term applied to energy sources which do not rely on finite reserves of fossil or nuclear fuels. These sources are directly or indirectly due to the sun, with the exception of tidal energy, and include such forms as solar, wind, biomass, and hydro. Renewable energy sources are non-depletable; hence, their use reduces dependence on conventional fossil fuels, particularly from foreign sources. They are relatively benign to the natural environment. In addition, renewable energy sources tend to be labor intensive, encouraging the growth of local enterprises and jobs. For these reasons, their use should be actively encouraged.

All City agencies should give greater consideration to the potential use of renewable energy systems. Land use and regulatory codes should integrate renewable energy concerns. Solar access issues should be identified and local approaches developed to facilitate the use of various systems for space and water heating needs. Local government codes have, directly or indirectly, encouraged greater energy use and discouraged investments in renewable energy technologies. Changes in land use policies and regulatory codes can significantly increase local reliance on renewable energy resources. These programs include expediting permit applications, consumer protection, information services, and special programs for low-income residents and small commercial businesses. Local government should be committed to undertaking this re-examination in order that it might better reflect a position of leadership in support of renewable energy sources.

POLICY 1

Develop land use policies that will encourage the use of renewable energy sources.

Steps should be taken to protect areas offering high solar energy collection potential, such as south facing slopes, from being shaded. Solar access strategies will differ according to existing and proposed height and bulk regulations. South wall and rooftop solar access may be achievable in low density residential districts. Rooftop access should be possible in medium to high density residential, commercial and mixed use districts. If new development impairs the performance of existing systems, compensatory or mitigation measures should be taken.

POLICY 2

Remove obstacles to energy conservation and renewable energy systems in zoning and building codes.

A detailed analysis of zoning and building codes should be performed, particularly in terms of problems encountered by persons who have installed or tried to install systems. The National Association of Building Officials has anticipated many such problems and has developed a Uniform Solar Code to facilitate installation of solar equipment. The California Energy Commission has developed model solar access and wind legislation. These codes should be reviewed for possible adoption in San Francisco. In addition, constraints in existing local codes and permit procedures should be analyzed and modified, if the modifications do not conflict with basic health and safety concerns.

POLICY 3

Develop information resources to assist in the use of renewable energy.

Providing reliable information is an important activity in the marketing of renewable energy. Such information can motivate individuals to install energy conservation measures and renewable energy technologies. However, a key part of a successful information service program involves developing materials best suited to individual needs.

Local information services should not duplicate work proceeding at other government and utility levels but, instead, focus on local concerns: system performance in San Francisco, applicable planning and building codes, solar orientation, system sizing and access criteria, consumer protection programs, and technical assistance on solar and wind audits. A local renewable resource information service should keep citizens informed of technology developments, while acting as a clearing house on land use and code requirements. Monitoring existing solar installations is necessary to develop reliable information on expected performance. Such information is essential to those making decisions involving the local use of renewable resources.

INTERGOVERNMENTAL

OBJECTIVE 17

SUPPORT FEDERAL, STATE AND PG&E ENERGY PROGRAMS THAT ARE EQUITABLE, AND ENCOURAGE CONSERVATION AND RENEWABLE ENERGY USE.

Local energy programs should be tied closely to existing Federal and State laws. The complexity of energy supply and distribution systems, in addition to social equity and economic considerations, require coordination of government and utility energy plans. Local energy management efforts should be designed to inform and support local residents and businesses in using available Federal, State and utility energy assistance programs.

To carry out this objective, San Francisco should monitor energy legislation at all government levels and maintain an open dialogue with public and private agencies which have energy planning programs underway.

POLICY 1

Support continuation of state and federal tax incentives and credits for conservation and renewable energy technologies.

Conservation and renewable technologies are, for the most part, economical methods to reduce utility operating costs. Their widespread use, however, is dependent on the decisions of individuals and business firms to invest in these technologies. The initial costs associated with conservation and renewable energy systems dissuade individuals from investing in these technologies, regardless of potential long term benefits in reduced operating expenses. Federal, State and utility financing programs are necessary to reduce, or defer the initial costs of investing in conservation or renewable energy resources, in order to make the investment option attractive to the individual. Tax credits, depreciation allowances, and low interest loans are but a few examples of financing incentives currently in place which, when combined with high energy bills, are convincing utility customers to invest in conservation and renewable energy.

Financing incentives for small business and apartment building owners are of particular importance. Small businesses typically lack the capital to invest in energy technologies that would reduce long term operating costs. Many small businesses are tenants and thus are not responsible for making structural improvements and/or changes to the buildings they occupy. Owners of apartment buildings face a different disincentive. Generally, these owners either do not pay their tenants' utility bills, or pass on the operating costs to tenants as part of rents. Investments will occur only if building owners are offered financial incentives, e.g. tax credits, to offset investment income.

POLICY 2

Promote state energy building standards that are cost-effective and take into account San Francisco's climate and density patterns.

The California Energy Commission has recently revised its energy standards for new building construction. The new standards are intended to reduce energy costs by relying on increased ceiling and wall insulation, thermostat controls, fluorescent lighting, double and triple paned windows, passive solar design and solar water heating systems. Although these energy standards will increase initial building costs, they will, in the long run, provide an economic benefit to consumers by reducing operating costs during the life of the building.

Local governments have the opportunity to review energy standards for their region and propose alternatives that can be demonstrated to be both cost effective and save as much, or more energy, than the state standards. San Francisco has a topography, density and climate pattern that is unique in the state. It is in the city's interest to review the state energy building standards to determine their cost-effectiveness for this area, as well as the ease of implementation.

POLICY 3

Encourage PG&E involvement in energy management programs for residential, commercial and industrial users.

PG&E is actively involved in customer-related energy conservation activities. Examples of existing programs include residential energy audits and information referrals, low-interest loans, award and promotion programs for energy efficient building design, street light conversion, and commercial and residential load management programs.

Load management offers great potential for holding down the cost of electricity. It is a strategy to influence consumers' use of electricity by time-differentiated pricing - charging rates that reflect the cost of supplying a level of demand by either time of day or season. In the PG&E service territory, afternoons are a time of daily "peak" electricity demand, while summer afternoons represent a period of system "peak" demand.

San Francisco is experiencing a rapid increase in commercial office development activity. This activity is expected to increase significantly both the daily and seasonal "peak" electrical requirements of the local service area, since commercial office energy use is primarily for air conditioning, lighting and office equipment. Expansion of utility load management programs into the downtown office district could relieve "peaking" requirements by shifting electricity loads to times when base load generation could be more effectively used. Commercial customers could lower their operating costs, while reducing the need for PG&E to purchase expensive oil and natural gas.

Evidence to date suggests a positive correlation between financial responsibility for energy use and reduced levels of energy consumption. Commercial and residential tenants who do not directly pay their utility bills will generally consume larger amounts of energy than those held directly accountable. Commercial and residential master metering practices should be examined and alternatives encouraged which place direct responsibilities on tenants for energy use.

FINANCING

OBJECTIVE 18

DEVELOP FINANCING OPPORTUNITIES TO IMPLEMENT LOCAL ENERGY PROGRAMS

One of the major energy issues facing San Francisco is the unequal consequences escalating prices have on different segments of the community. Three of the groups most seriously affected by price increases are lower and fixed income renter populations, energy-intensive small neighborhood businesses such as restaurants and corner grocery stores, and certain industries that require large quantities of heat for manufacturing.

While the implementation of low cost and no cost conservation measures are a first step to reduce energy bills, over the long term, investments in conservation measures and renewable energy will be needed. Fixed income renter populations often use large amounts of gas for space heating, and large amounts of electricity to operate relatively inefficient older appliances. Over the long run, weatherization, more efficient HVAC systems, and the use of solar systems to provide hot water will help alleviate increasing utility costs for fixed income renters. Without such improvements, the city's efforts to stabilize rent costs and protect the affordability of housing will be compromised.

Access to loans or other financing options to install these measures is critical. The City should investigate possibilities for acquiring funding to assist or subsidize residential and private business improvements if other sources of financing are not available. This effort should be targeted to fixed and lower income populations, energy-intensive small businesses such as restaurants and corner grocery stores, and local energy intensive industries.

POLICY 1

Promote government and private financing partnerships to carry out local energy programs.

Creative use of State and Federal financial assistance programs should be explored. A local revolving fund, through the issuance of revenue bonds, might be established to undertake local energy conservation programs. Tax-exempt leasing and lease-purchase arrangements offer another promising method to implement energy conservation and renewable resource strategies.

A local non-profit energy corporation could provide a means to channel financing resources to local conservation programs. Local governments can assist in the formation of special assessment districts to undertake energy projects. Such a district could be applied to certain industrial and neighborhood areas for the production, sale and use of alternate energy systems.

Government and utility involvement is particularly appropriate in hardship and low income situations. San Francisco's utility user tax (5% of PG&E billings) may provide a funding source for an energy conservation loan program geared to low-income residents. The City should encourage PG&E to aggressively market its zero interest loan (ZIP) program to San Francisco's low-income and elderly residents.

POLICY 2

Encourage private financial institutions to offer energy loan programs responsive to local market needs.

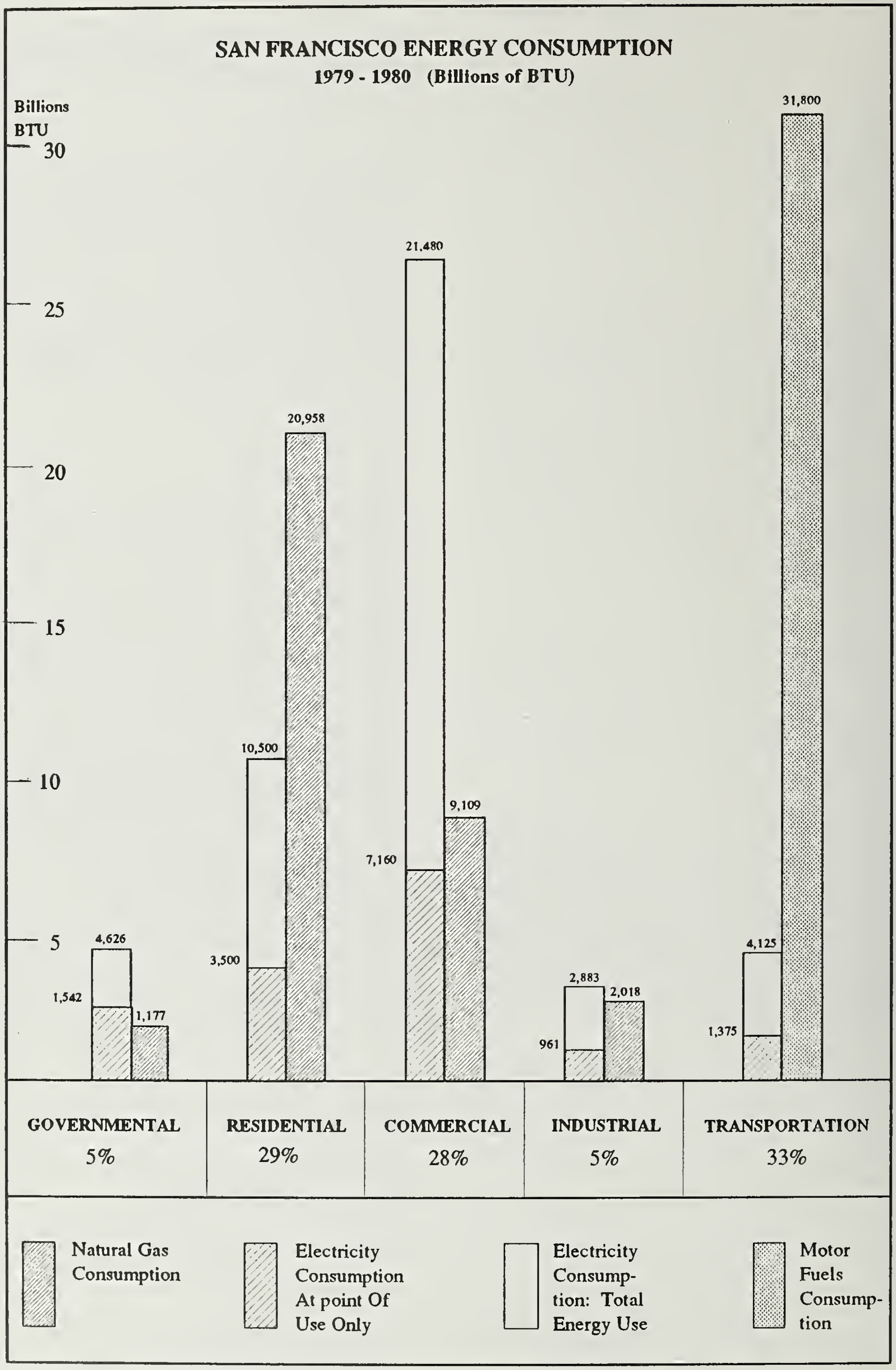
Local lending institutions are important sources for financing commercial and residential conservation. A pioneering program involving solar "T-bills", which are earmarked for solar system financing, has been successfully developed in San Francisco. San Francisco lenders have also taken the lead in supporting State legislation to create a secondary market for solar loans. Continued innovation and more aggressive participation by additional lenders is needed to service and promote a growing energy investment market.

POLICY 3

Establish a self-supporting system for funding municipal energy cost reduction investments.

The City should explore the feasibility of establishing a revolving loan fund, using Hetch Hetchy revenues, to undertake municipal electrical conservation programs. All electricity conserved from these investments not only will reduce expenditures for electricity, but will also generate additional revenues to Hetch Hetchy, since conserved electricity can be sold at rates two to three times higher than the rate charged to City departments. These additional revenues can be used to finance future energy-saving investments in natural gas, which will, in turn, further reduce budgetary expenditures and generate additional net revenue.

USE PATTERNS BY SECTOR - 1980



GLOSSARY OF ENERGY TERMS

British Thermal Unit: (BTU) The amount of heat needed to raise one pound of water (approximately 8.3 gallons) one degree Fahrenheit. Both electricity (kilowatts) and natural gas (therms) can be converted to BTUs. BBTU is a billion BTU.

Co-generation: Any of several processes which use either power generation reject heat to satisfy process heat requirements, or process waste heat for steam generation of electricity.

Cost-effective: Determination that a financial investment today in a given technology or program will produce an adequate financial return in reduced costs.

District Heating: A system which provides residential and commercial space heating for a neighborhood or large complex of buildings from a central heat source. District heating, which exists in San Francisco, could also provide opportunities for co generation.

Energy Audit: The measurement of energy flow within a structure for the purpose of measuring energy waste and potential savings. Subsequent recommendations usually include operational improvements and retrofitting.

Energy efficiency: The degree to which energetic input yields a desired output (e.g. work or space heating).

High Pressure Sodium Vapor: A high efficiency light-emitting electric bulb; more efficient than standard mercury vapor street lights.

Kilowatt Hour: The basic unit of electrical energy, equal to one kilowatt of power supplied to or taken from an electrical circuit for one hour (1000 watts). One kilowatt hour is equal to 3,412 BTU.

Master Metering: A single utility company electric or gas meter which serves on structure or building with multiple tenants. Tenants typically are not directly billed for master metered services.

Natural Gas: A natural hydrocarbon gas composed typically of methane, ethane, butane and propane. It comes from terrestial wells with or without accompanying crude oil and is generally much higher in heat content than manufactured gas.

Non renewable energy resources: Energy resources that rely on oil, gas, coal and/or nuclear sources.

Payback: In this document, the time it takes to recover a financial investment in energy conservation or solar technology through reduced payments for energy use.

Renewable energy technologies: Technologies using energy resources that are sustainable over time or that have slow rates of depletion such as solar, wind, biomass, solid waste, geothermal, co generation and hydropower.

Residential Conservation Service: (R.C.S.) A Federal mandate that utility companies provide energy audits for residential customers.

Retrofit: Upgrading of an existing systems through subsequent addition of new components. In terms of energy conservation, addition of materials or devices to an existing building to achieve energy conservation (for example, insulation).

Solar access: Access which prevents solar energy collection (heat absorbing) areas from being blocked or shadowed from direct sun exposure.

Therm: A unit of measurement for natural gas, equivalent to 100,000 BTUs.

Waste conversion: Recovery of energy as an adjunct to waste disposal. It may involve pyrolsis (heating to produce gas or oil); hydrogenation (chemical reduction of materials to produce oil); or fermentation ("digestion") of activated sewerage sludge to produce methane.

Weatherization: A set of measures such as insulation, caulking, and weatherstripping, which reduce heat loss (infiltration) in buildings.

APPENDIX A

OBJECTIVES & POLICIES FROM OTHER ADOPTED MASTER PLAN ELEMENTS

URBAN DESIGN ELEMENT

CITY PATTERN

OBJECTIVE 1

EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.

POLICY 1

Recognize and protect major views in the city, with particular attention to those of open space and water.

POLICY 2

Recognize, protect and reinforce the existing street pattern, especially as it is related to topography.

POLICY 4

Protect and promote large-scale landscaping and open space that defines districts and topography.

POLICY 7

Recognize the natural boundaries of districts and promote connections between districts.

CONSERVATION

OBJECTIVE 2

CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

POLICY 1

Preserve in their natural state the few remaining areas that have not been developed by man.

POLICY 2

Limit improvements in other open spaces having an established sense of nature to those that are necessary, and unlikely to detract from the primary values of open space.

POLICY 3

Avoid encroachments on San Francisco Bay that would be inconsistent with the Bay Plan or the needs of the city's residents.

POLICY 4

Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

POLICY 7

Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

POLICY 8

Maintain a strong presumption against the giving up of street areas for private ownership or use, or for construction of public buildings.

NEIGHBORHOOD ENVIRONMENT

OBJECTIVE 4

IMPROVEMENT OF NEIGHBORHOOD ENVIRONMENT TO INCREASE PERSONAL SAFETY, COMFORT, PRIDE AND OPPORTUNITY.

POLICY 1

Protect residential areas from the noise, pollution and physical danger of excessive traffic.

POLICY 2

Provide buffering for residential properties when heavy traffic cannot be avoided.

TRANSPORTATION ELEMENT

GENERAL

OBJECTIVE 2

USE THE TRANSPORTATION SYSTEM AS A MEANS FOR GUIDING DEVELOPMENT AND IMPROVING THE ENVIRONMENT.

POLICY 3

Reduce pollution and noise.

POLICY 4

Design and locate facilities to preserve the natural landscape and to protect views.

MASS TRANSIT

OBJECTIVE 1

GIVE FIRST PRIORITY TO IMPROVING TRANSIT SERVICE THROUGHOUT THE CITY, PROVIDING A CONVENIENT AND EFFICIENT SYSTEM AS A FEASIBLE ALTERNATIVE TO AUTOMOBILE USE.

VEHICLE CIRCULATION PLAN

OBJECTIVE 1

ESTABLISH A THOROUGHFARES SYSTEM IN WHICH THE FUNCTION AND DESIGN OF EACH STREET ARE CONSISTENT WITH THE CHARACTER AND USE OF ADJACENT LAND.

POLICY 1

Divert automobile and truck traffic from residential neighborhoods onto major and secondary thoroughfares and limit major thoroughfares to nonresidential streets wherever possible.

POLICY 2

Design streets for a level of traffic that will not cause a detrimental impact on adjacent land uses.

POLICY 4

Discourage nonrecreational and nonlocal travel in and around parks and along the shoreline recreation areas.

RECREATION AND OPEN SPACE ELEMENT

CITYWIDE SYSTEM

OBJECTIVE 2

DEVELOP AND MAINTAIN A DIVERSIFIED AND BALANCED CITYWIDE SYSTEM OF HIGH QUALITY PUBLIC OPEN SPACE.

POLICY 1

Provide an adequate total quantity and equitable distribution of public open spaces throughout the City.

POLICY 2

Preserve existing public open space.

POLICY 4

Gradually eliminate nonrecreational uses in parks and playgrounds and reduce automobile traffic in and around public open spaces.

SHORELINE

OBJECTIVE 3

PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER USES REQUIRING A WATERFRONT LOCATION.

POLICY 1

Assure that new development adjacent to the shoreline capitalizes on its unique waterfront location, considers shoreline land use provisions, improves visual and physical access to the water, and conforms with urban design policies.

NEIGHBORHOODS

OBJECTIVE 4

PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

POLICY 4

Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.

POLICY 6

Assure the provision of adequate public open space to serve new residential development.

RESIDENCE ELEMENT

RETENTION OF EXISTING HOUSING

OBJECTIVE 3

TO RETAIN THE EXISTING SUPPLY OF HOUSING COMMUNITIES.

HOUSING CONDITION

OBJECTIVE 4

TO MAINTAIN AND IMPROVE THE PHYSICAL CONDITION OF HOUSING.

NEIGHBORHOOD ENVIRONMENT

OBJECTIVE 6

TO PROVIDE A QUALITY LIVING ENVIRONMENT.

ENERGY SECTION OF THE ENVIRONMENTAL PROTECTION ELEMENT

MUNICIPAL

OBJECTIVE 12

ESTABLISH THE CITY AND COUNTY OF SAN FRANCISCO AS A MODEL FOR ENERGY MANAGEMENT.

POLICY 3

Investigate and implement techniques to reduce municipal energy requirements.

RESIDENTIAL

OBJECTIVE 13

ENHANCE THE ENERGY EFFICIENCY OF HOUSING IN SAN FRANCISCO.

COMMERCIAL

OBJECTIVE 14

PROMOTE EFFECTIVE ENERGY MANAGEMENT PRACTICES TO MAINTAIN THE ECONOMIC VITALITY OF COMMERCE AND INDUSTRY.

POLICY 5

Encourage the use of integrated energy systems.

TRANSPORTATION

OBJECTIVE 15

INCREASE THE ENERGY EFFICIENCY OF TRANSPORTATION AND ENCOURAGE LAND USE PATTERNS AND METHODS OF TRANSPORTATION WHICH USE LESS ENERGY.

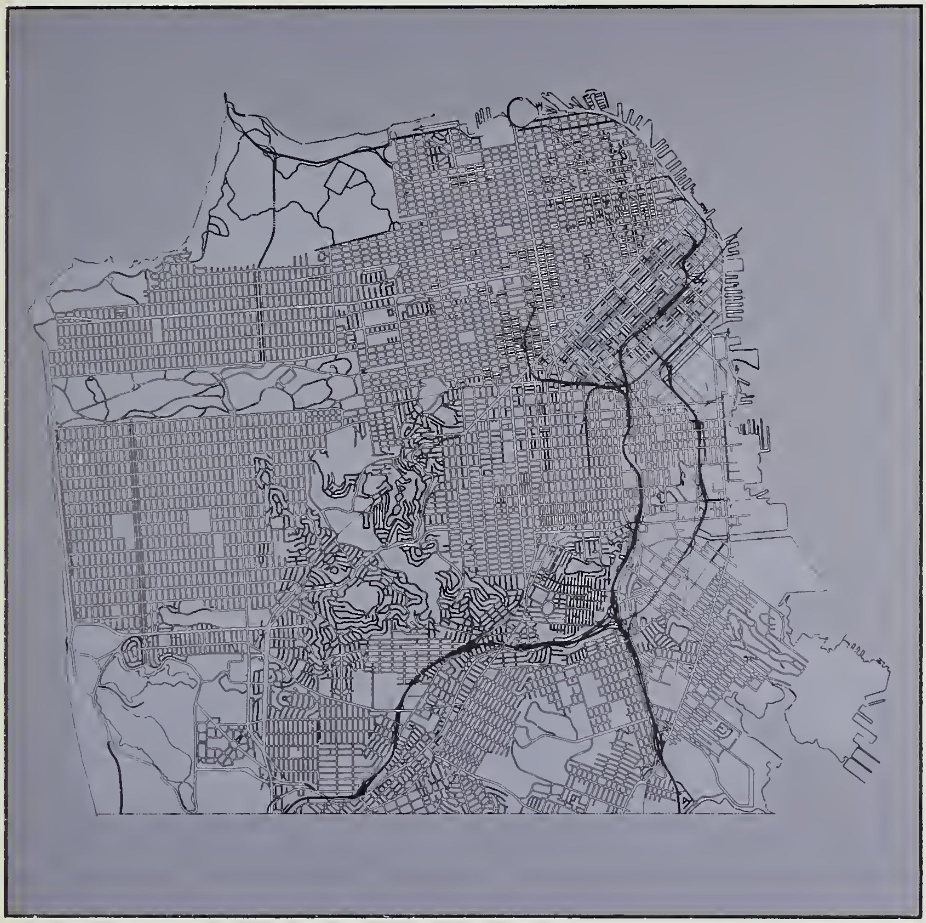
ALTERNATE ENERGY

OBJECTIVE 16

PROMOTE THE USE OF RENEWABLE ENERGY SOURCES.

COMMUNITY

COMMUNITY



FACILITIES

FACILITIES

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

COMMUNITY FACILITIES

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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COMMUNITY FACILITIES

POLICE FACILITIES

INTRODUCTION

The purpose of the Police Facilities Section of the Community Facilities Element is to establish objective, policies, and criteria, for meeting San Francisco's long-range police facility requirements. The objectives address broad goals as they relate to the distribution, location, design and use of police facilities. Policies are courses of action which are supportive of the objectives and, together with criteria, provide a continuing guide and directive for public decisions.

The plan deals with police facilities. It does not represent a plan for police operations. That task is the responsibility of the Police Department. However, the Police Facilities Section recognizes that changes in operations will inevitably take place and that inherent flexibility to accommodate operational changes is an essential component of a responsive and effective facility plan.

The plan was prompted by an awareness by the Police Department of general facility inadequacies and deterioration of older buildings, and reflects a joint effort by the Police Department and the Department of City Planning.

Historical Perspective

Many of San Francisco's police facilities reflect the operational and locational criteria of the early 1900's. Police practice at that time required that the location of police stations be determined by the walking radius of officers in developed areas. Patrol by horse required stables at outlying stations. The grooming and care requirements for horses suggested that station with stables be located in or adjacent to parks.

Only a few police buildings approach contemporary facility standards. The remaining facilities vary only in degree as to their level of physical deterioration and functional obsolescence. Several stations still have stables and none have accommodations for female patrol officers.

While the prospect of replacing or rehabilitating police facilities implies a burden in terms of cost, it also poses the opportunity to plan, design and locate new facilities in a manner responsive to future community needs and desires. To this end, this plan has been formulated based on several fundamental assumptions.

Fundamental Assumptions

1. **The effectiveness of police service is enhanced when provided on a neighborhood level.**

Recent advances in communication and the common use of cars has had a significant impact on police operations and community perceptions of police effectiveness. The patrol car in many instances has replaced the beat officer; and, as a result, a certain detachment has developed between the police and community. In an effort to strengthen rapport and cooperation between the police and community, citizens and officers alike have sought means for reestablishing police/community relations. The decentralization of police services through district stations is viewed as an effective means for developing and maintaining police community ties. Both police professionals and the public are generally of the view that stationing police personnel within a neighborhood and providing a broader range of services at the neighborhood or district level foster a greater sense of mutual commitment, concern and understanding.

Responsive police service requires continued sensitivity to changing community concerns regarding law enforcement, and continued adjustment in which services are performed and how they are performed. This can best be achieved when police personnel are in tune with community attitudes and can respond on a neighborhood level.

2. **Technological and social changes require adaptability and flexibility of police facilities.**

Technological and social changes have a continuing impact on police operations. Technological applications have greatly increased the effectiveness of police service and will probably continue to do so. For example, the 911 telephone program provides citywide communication access to all emergency services. Computer applications aid in manpower deployment and criminal detection, and new applications are under study. Future effectiveness of police facilities will depend on their adaptability to new technology.

Cultural changes are also affecting police operations. An increasing influx of women to the force requires adjustments in operations and facilities. Likewise, increasing demands for expansion of police services and better safeguards for citizens involved in police-related incidents call for a greater degree of specialization in police skills and accompanying facilities required for the professional delivery of services. New and renovated police facilities must have the inherent capacity and flexibility to adapt to technological and operational changes within a changing society.

3. **While facilities contribute to effective police operations, the prime responsibility for public safety rests with both police personnel and the community.**

Police personnel, the programs, training, and policies that guide their actions, and the nature of community support are the key elements in effective crime prevention and public safety. Facilities are important only to the extent they contribute to efficient operations and provide the setting for constructive police neighborhood interaction.

OBJECTIVES AND POLICIES

OBJECTIVE 1

DISTRIBUTE, LOCATE, AND DESIGN POLICE FACILITIES IN A MANNER THAT WILL ENHANCE THE EFFECTIVE, EFFICIENT AND RESPONSIVE PERFORMANCE OF POLICE FUNCTIONS.

The distribution, location and design of police facilities contribute to operational efficiency and flexibility. Improved efficiency frees officers for patrol and community relations work, while flexibility allows for adjustments in deployment of police resources in response to changing needs.

In order to provide responsive police service, the organization of police operations should meet two basic concerns: police service on a neighborhood level, and overall citywide coordination of police activities. Responsiveness to neighborhoods calls for close community integration of services such as patrols, community relations, and public information. Overall departmental coordination requires the centralization of administration, communications staff services, records, and investigations in order to provide a citywide overview.

Those police services which relate on a neighborhood level, or which need not be carried out centrally, should be assigned to district stations. Activities which relate to the city as a whole should be centralized. The expansion of the number of free standing facilities housing specialized functions should be discouraged since facilities in themselves require manpower for security and administrative staffing. As a general rule, expansion of police services should be accommodated either at district stations or at police headquarters.

POLICY 1

Locate police functions that are best conducted on a centralized basis in a police headquarters building.

Effective police service and management require the overall coordination of departmental activities and programs so that all citizens are assured of an equitable level of police service. Such coordination can best be achieved through the centralization of certain key activities. Such as administration, departmental policy formulation, program planning, manpower and resource allocation, information management, citywide operations and communications control and dispatch, and centralization of police records. Centralization of these functions minimizes administrative activities at the district station level, while maximizing effectiveness by freeing police officers for patrol work and by supporting them with a comprehensive communications and information network.

POLICY 2

Provide the number of district stations that balance service effectiveness with community desires for neighborhood police facilities.

The distribution, location, and design of district stations should provide effective policy services at the neighborhood level and maximize the number of police personnel available for patrol work. A relationship and possible trade-off exists between the number of district stations and the effectiveness of police service since police personnel required for station staffing might be poorly utilized if there is insufficient demand for their services. In order to maximize patrol and service effectiveness and still maintain the symbolic neighborhood value and public service convenience provided by neighborhood police facilities, a balance must be struck between operational requirements for district stations and community desires for maintaining police facilities in their neighborhoods. Community sentiment clearly favors nine district stations, and that number represents a satisfactory balance between operational efficiency and community desires for a neighborhood police presence. Therefore, unless public sentiment changes in the future, nine district should be retained.

POLICY 3

Enhance closer police/community interaction through the decentralization of police services that need not be centralized.

Expressed community desires for maintaining a district station concept stems from the feeling that stationing police officers within a neighborhood fosters a greater sense of commitment, concern, and understanding, resulting in better police service and expanded community participation and cooperation in public safety efforts. This feeling is shared by police officers and suggests a greater decentralization of police personnel, operations, and services.

To the extent possible, the broad range of police services that do not require centralization for effective performance, should be decentralized with service responsibility assigned on a neighborhood or a district station level. Decentralization of services should be based on a comprehensive review of current police operations, long-range programs for future services, and community input. New and renovated district stations should have the inherent capacity and flexibility to accommodate decentralization of services.

POLICY 4

Distribute, locate, and design police support facilities so as to maximize their effectiveness, use, and accessibility for police personnel.

Firearms training should be supported by indoor facilities incorporated into the designs of district stations and police headquarters. Until there are sufficient indoor facilities, the Pistol Range at Lake Merced should be maintained but not expanded.

Diverse opportunities for physical fitness training should be readily and conveniently available to police personnel. Exercise facilities should be included in district stations. A major athletic facility should also be available to all personnel and relate closely to headquarters and the police academy.

Training for recruits and in-service training for sworn personnel should be supported by a police academy. The police academy should relate to the instructor pool at police headquarters and to the athletic facility. Classrooms for in-service instruction at district stations should also be provided.

The unique requirements of the Mounted Unit and direct service relationship with Golden Gate Park suggest that the existing stables be maintained and improved as required. The two horse stables in McLaren Park should be maintained.

A permanent hangar facility and landing pad for police helicopters is required and should be located in the "good weather belt" along the Bay. Proximity to headquarters is desirable. The design and setting of heliport and hanger facilities should be consistent with applicable control guidelines for this activity.

POLICY 5

As they require replacement, relocate existing nonconforming facilities consistent with community desires for neighborhood police facilities.

Stable and horse care requirements for mounted patrols, prior to the widespread use of vehicles, suggested that police stations be located in parks. Ingleside and Park Stations, which were built in 1910, are located in Balboa Park and Golden Gate Park for this reason. Likewise, the noise aspect of pistol practice suggested the remote location of this activity at Lake Merced. Replacement of horses by vehicles and developments in gunfire muffing techniques bring into question the logic of maintaining Ingleside and Park Stations and the Pistol Range in their current remote open space settings.

In light of the high community value attached to parks in San Francisco, the preservation and restoration of park areas to park use is a long-range objective. Under the Recreation and Open Space Element of the Master Plan, police facilities in designated recreation and open space areas are nonconforming uses. As these facilities become obsolete and require replacement, they should be relocated, consistent with the location and neighborhood service policies of this plan, and consistent with community desires for continued location of a district station in the neighborhood.

POLICY 6

Design facilities to allow for flexibility, future expansion, full operation in the event of a seismic emergency, and security and safety for personnel, while still maintaining an inviting appearance that is in scale with neighborhood development.

The long-term service life of police facilities requires flexibility in their design so that changing methods for providing police services can be accommodated. Technological, social and attitudinal changes affect police operations, requiring facility modifications to accommodate changing personnel, equipment, and work patterns. Police facilities should be easily adaptable to new special configurations and have sufficient capacity to meet future service requirements.

Police facilities should be built to be openable in event of a seismic disaster, sited so as to minimize opportunities for covert attack and designed to provide protection of personnel. In achieving security, design treatments should be such as to maintain an open and inviting character which integrates the police facility with the community. Police facilities should be easily identifiable, set community standards for maintenance, appearance, neighborhood amenity, and enhance the dignity of and respect for the law enforcement process.

Experience has shown that police facilities located in isolated settings are particulate vulnerable to attack. In addition to being security hazards, such facility locations are generally inaccessible to the community and should be avoided. Existing police buildings should be phased out of such locations.

POLICY 7

Combine police facilities with other public uses whenever multi-use facilities support planning goals, fulfill neighborhood needs, and meet police service needs.

Multiple use of police, fire, public health and other services or land uses should be encouraged whenever combined use is mutually reinforcing. In general, similar criteria govern the location of police, fire and emergency public health facilities and sufficient linkages exist between these services to warrant the consideration of combining these activities within one facility. Combined use of public services is further prompted by the scarcity of available sites that meet locational criteria.

OBJECTIVE 2

LOCATE AND DESIGN FACILITIES IN A MANNER THAT ENCOURAGES CONSTRUCTIVE POLICE/NEIGHBORHOOD INTERACTION.

The nature of police work entails numerous daily contacts with citizens, often during trying situations wherein the police are called upon to resolve conflicts or maintain law and order. Continuous communication, interaction and cooperation between the police and community on an informal basis foster understanding and develop ties which strengthen the community and aid the police in their peace-keeping responsibilities.

Neighborhoods want to relate to police personnel on an individual basis, as partners working together to improve the quality of community life. That process is aided by deploying police personnel on a district station basis. However, district station buildings in themselves do not generate community ties. Police personnel should continue their efforts to establish, maintain and expand those ties which reinforce police/community relations. The location, distribution, design and operation of police facilities can be a catalyst for promoting closer police, community understanding, and more responsive and effective police service.

POLICY 1

Provide expanded police/community relations and police services through outreach programs, primarily utilizing existing facilities.

Convenient community access to both police services and personnel promotes better public use of police services and develops closer police/community ties. District stations, conveniently located to neighborhood shopping areas, provide the opportunity for filing crime and accident reports, paying traffic warrants, receiving crime prevention information, discussing problems with community relations officers, and meeting neighborhood patrol personnel. Police officers in turn get to know the people they serve, including their concerns and expectations relating to police services.

Community needs may warrant the establishment of a "Neighborhood Services Facility," such as a storefront facility which provides municipal services on a neighborhood level. Inclusion of community relations and other police services should also be considered in conjunction with such a facility. Police neighborhood storefronts should be tested for their feasibility.

However, in light of high administrative, security, and maintenance costs attached to "Neighborhood Storefronts," expanded police/community relations service for San Franciscans should be primarily a function of outreach programs conducted by police personnel utilizing existing community facilities.

POLICY 2

Establish police district boundaries along natural neighborhood edges, and reinforce neighborhood identity by locating district stations near the centers of their service areas.

Locating district stations near the centers of their service areas reinforces community awareness of police service presence, adds to the convenience of personal visits to district stations, and is conducive to increasing interaction between neighborhood residents and district police personnel.

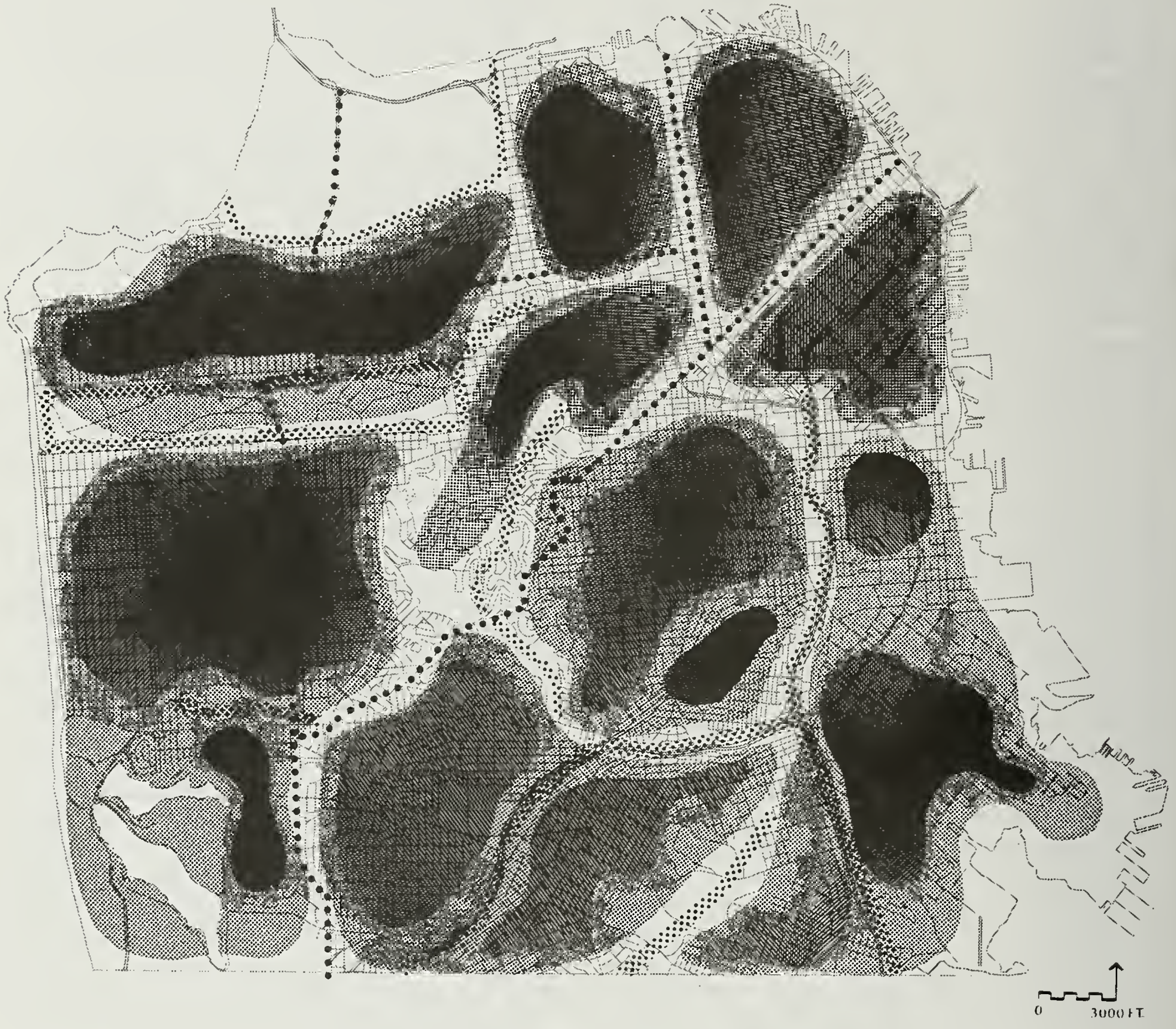
In general, those elements which define neighborhoods also tend to be barriers to movement. Efficient police operations generally call for using barriers to movement as district boundaries. Locating stations centrally within a district also tends to minimize travel time within the district. Both of these operating criteria reinforce this policy.

POLICY 3

Design police facilities to maximize opportunities for promoting community/police relations through dual use of facilities.

The primary purpose of pistol practice, in-service training, and physical fitness facilities is to maintain police force performance standards. However, these facilities can serve as community resources when they are made available to the public, particularly youth, on a supervised basis. Opening police facilities for community use promotes opportunities for informal interaction between police personnel and the public, establishing ties which foster police/community understanding.

Pistol range facilities can be used for recreational marksmanship programs. In-service training classrooms can be used for community meetings and police safety information programs. Athletic facilities can be used for "Youth Services Bureau" programs and major youth tournaments.



POLICE FACILITIES PLAN **Map 1**

▩ General Grouping Of Related Neighborhoods

░ Neighborhood Edges And Barriers To Movement

••••••• Major Arterials That Define Neighborhoods

▒ Recommended 9 District Grouping Of Related Neighborhoods

CRITERIA FOR POLICE FACILITIES

Based on the objectives and policies of this plan, the following functional, locational, neighborhood relations, and design criteria are recommended for police facilities.

POLICE HEADQUARTERS

- **Functional Criteria:**

  Police Administration Center

  Police Department Staff Services

  Investigative Bureaus (citywide overview)

  Central Communications & Operations Command

  Crime Lab, Photo Lab & Property Clerk

  Police Records & Suspect Detention

  Police Academy

  Police Athletic Facility

  Police Range

  Helicopter Access

- **Distribution Criteria:**

  One centralized facility with good citywide access, both vehicular and public transit.

- **Location Criteria:**

  Direct proximity to related criminal justice services of the criminal courts, District Attorney's Office, and detention facilities.

- **Neighborhood Relations:**

  Convenient public transit access to police headquarters.

  Direct public access to public services and general information.

- **Design Criteria:**

  New facilities should reflect the objectives, policies, and criteria of the "Urban Design Element" of the Comprehensive Plan to the extent they are applicable.

  Controlled access and security for operational, investigative, and administrative functions.

  Uninterrupted operational capability in the event of a seismic disaster.

  Sufficient secured parking for both police vehicles and police personnel.

DISTRICT STATIONS

- **Functional Criteria:**

  Outlet for neighborhood-related police services and other operations that need not be centralized.

  Command responsibility for district police activities.

  Administrative and support communications center for district patrol activities.

  Suspect booking and detention.

  Service and information for "walk-in" requests.

  Storage for police vehicles and equipment.

  Briefing, locker, and deployment center for patrol personnel.

  In-service training, physical fitness and pistol range facilities.

  Interview rooms.

  Juvenile services.

  Center for police/neighborhood interaction.

- **Distribution Criteria:**

  Stations should serve recognized and geographically defined areas of the city, and should encompass entire neighborhoods to the extent possible.

  There should be no major physical barriers within a district service area which may impede access by police.

  The number of district stations should minimize patrol force travel time to and from the areas served.

  The number of district stations should reflect community desires for these facilities, consistent with community willingness to pay for their construction, maintenance and staffing.

  District stations should service equitable workloads and provide a uniform level of service to all citizens.

- **Location Criteria:**

  Stations should be located so as to minimize access time to all points within the district served.

  Stations should be accessible to the public, particularly by public transit.

  Stations should be located so as not to constitute a nuisance or hazard to surrounding land uses.

  Whenever possible, stations should be combined with other public facilities so as to maximize community awareness and impact of public services.

- **Neighborhood Relations:**

  Ready public access to police services district personnel should be assured.

  Community use of facilities such as meeting rooms and gym when incorporated within the district should be provided on a supervised basis.

- **Design Criteria:**

  Stations should be open, unimposing and in scale with surrounding development.

  Controlled access and security for police personnel and public.

  Operational capability in the event of a seismic disaster.

  Community meeting rooms and gym facilities should be included if these facilities are not readily available.

  Sufficient capacity and special flexibility to accommodate increase in patrol force assignments of both male and female officers, and expansion of police services.

  Good vehicular access and dispatch flexibility should be available.

  Sufficient secure parking for police and personnel vehicles.

AUXILIARY SERVICE AND SUPPORT FACILITIES

Police Academy (Personnel and Training)

- **Functional Criteria:**

  Maintain personnel records and process recruits.

  Conduct academy classes, including physical fitness training.

  Develop training films and manuals.

  Conduct in-service training program.

- **Distribution Criteria:**

  Police academy classrooms should be in proximity to police headquarters: however, local universities should also be used for recruit training and in-service training.

- **Location Criteria:**

  Police academy facilities should be located near the "instructor pool" based at police headquarters.

  The police academy should be accessible by public transit.

- **Neighborhood Relations:**

  Academy classrooms should be used for community instruction programs related to law enforcement and for recruitment programs.

- **Design Criteria:**

  Police academy facilities should have sufficient capacity for recruit training and in-service training.

Pistol Range

- **Functional Criteria:**

  Training of recruits and personnel.

  Implementation of police firearm recertification program.

  Maintenance and testing of firearms.

- **Distribution Criteria:**

  Pistol range facilities should be incorporated at police headquarters and at district stations in order to minimize travel time and encourage practice.

- **Location Criteria:**

  Pistol range facilities should be secure from intrusion and not constitute a noise nuisance.

- **Neighborhood Relations:**

  Pistol range facilities should be made available for recreational purposes on a supervised basis.

- **Design Criteria:**

  Pistol range facilities should be confined and isolated for safety and noise control.

Police Athletic Facility

- **Functional Criteria:**

  Fitness training for new recruits

  Fitness training for police personnel.

- **Distribution Criteria:**

  At least one major police athletic facility should be centrally accessible to all police personnel.

- **Location Criteria:**

  A police athletic facility should be centrally and conveniently located, integrated with the police academy, and near police headquarters.

- **Neighborhood Relations:**

  Police athletic facilities should be made available for community use on a supervised basis.

  Police personnel should be encouraged to use neighborhood athletic facilities for exercise and training.

- **Design Criteria:**

  Police athletic facilities should be sufficiently diverse and comprehensive to encourage widespread departmental fitness participation.

Park and Beach, and Mounted Unit Facilities

- **Functional Criteria:**

  Command, briefing, and administration of patrol force.

  Locker and storage facilities for vehicles and equipment.

  Stable and care facilities for horses.

- **Distribution Criteria:**

  To the extent that park and beach patrols are not performed by district stations, one Park and Beach Unit and one Mounted Unit facility is required.

- **Location Criteria:**

  Park and Beach Unit facilities should be located near park and beach service areas.

  Mounted Unit facilities should be retained in Golden Gate and McLaren Parks.

- **Neighborhood Relations:**

  The operation of Park and Beach Unit facilities should not detract from public enjoyment of park and beach facilities.

- **Design Criteria:**

  Park and Beach and Mounted Unit facilities are functionally similar to a district station and should be governed by similar design criteria.

  Stables for horses of the Mounted Unit should be of fireproof construction, in addition to meeting seismic standards.

Police Heliport Facilities

- **Functional Criteria:**

  Command of unit activities.

  Maintenance and storage of equipment.

  Landing pad for helicopter.

- **Distribution Criteria:**

  One heliport landing and maintenance facility for patrol helicopters and emergency optional landing sites are required.

- **Location Criteria:**

  Police heliport facilities should be located in the "good weather belt" along the Bay and sited so as not to be a noise nuisance to adjacent properties.

- **Neighborhood Relations:**

  Police heliport operations should be in conformance with noise control, development and environmental guidelines.

- **Design Criteria:**

  Heliport facilities should be secured and not constitute a fire or crash hazard.

Neighborhood Service Offices

- **Functional Criteria:**

  Provide a convenient and informal setting for individuals to discuss police-related concerns with police personnel and community relations officers.

  A convenient outlet for police services such as paying warrants, filing crime reports, or receiving crime prevention information.

- **Distribution Criteria:**

  Neighborhood Service Offices should be located in communities that do not have ready access to district stations and desire such a facility.

  Police Neighborhood Service Offices should relate to and be combined with other neighborhood municipal service offices to the extent practical.

- **Location Criteria:**

  Neighborhood Offices should be located in community shopping centers.

  Neighborhood Offices should be readily accessible by foot and transit.

- **Neighborhood Relations:**

  Neighborhood Offices should be responsive to the unique service requirements of the community served.

- **Design Criteria:**

  Neighborhood Offices should be open, unimposing, and in scale with community character.

NEIGHBORHOOD CENTER FACILITIES

INTRODUCTION

The purpose of the Neighborhood Center Facilities Section is to establish objectives, policies and criteria for meeting San Francisco's need for such centers. The objectives address broad goals as they govern the location, distribution, design and use of neighborhood centers, and the more detailed policies and criteria articulate the objectives and serve as guidelines for decision-making.

This plan deals principally with the distribution, location and design of neighborhood centers. It neither sets priorities for locating centers nor makes judgments as to what services or activities should be housed in any particular center. With respect to City-owned centers the authority for these decisions and assignment of center operating responsibilities rests with the Board of Supervisors who, in making their decisions, may call upon the community for input, and request technical assistance and advice from the Department of City Planning and other public agencies.

The plan was prompted by community requests for development of City-owned neighborhood centers, and subsequent funding allocations for a Neighborhood Centers Program utilizing Community Development and other funds that may become available.

Background Perspective

Community services and facilities to meet social, cultural, educational, recreational and civic needs contribute significantly to the quality of community life. Traditional public facilities such as libraries, schools, recreation centers and public health clinics have long been recognized as meeting many of those needs. In addition, many neighborhoods are served by private non-profit community centers that are often available to the general public and provide services at no cost or low to moderate fees. These neighborhood centers, such as those connected with the YM/YWCA's or Golden Gate Neighborhood Centers Association, often provide recreational and cultural programs, child-care services, senior citizen programs, health screening, and various counseling and referral services.

In many instances, however, citizens are deprived of ready access to the foregoing services because neighborhoods lack adequate facilities to house needed services. In other cases, the inability of facilities to meet code requirements, such as open space standards for child care or kitchen health standards for meals programs, precludes provision of services. Furthermore, existing services are often inaccessible to many people they ought to serve.

For these reasons, many San Franciscans do not have adequate access to needed human services, and therefore a commitment should be made to develop a network of neighborhood centers that will provide a focus for neighborhood activities and services. These centers would provide new and better locations for existing services that are inadequately housed, and would have space for new services or expanded existing services to meet the needs of a particular neighborhood. In addition to providing services directly, the neighborhood centers can be used to refer residents to other locations in a citywide network of services.

Fundamental Assumptions

1. **The qualitiy of community life is enhanced when services and facilities that meet diverse human needs are readily available.**

A socially responsive society maintains an awareness of the needs of its citizens, and is particularly sensitive to basic life-sustaining needs such as requirements for health services, neighborhoods also need a focus for community life and opportunities for informal activities and programs related to the recreation, education and civic concerns of all age groups. Neighborhood center facilities can provide the physical setting for fulfilling these needs.

2. **Expanding community responsiveness to meeting social needs and enriching human life requires the development of adequateand flexible facilities to house needed services.**

Increasing national awareness of the needs of many people including the economically disadvantaged, elderly, underemployed and single parent households has resulted in substantial expansion of both private and public efforts to meet the basic service needs of these groups. Also, interest in civic and community activities on a neighborhood level has increased in recent years.

The expansion of social services and increased participation in neighborhood activities have resulted in an acute awareness of the inadequacy of existing facilities, both public and private, to meet needed spatial and functional requirements. If needed services are to be provided and neighborhood awareness encouraged, adequate and flexible community centers are necessary.

3. **While neighborhood centers provide facilities for housing services, the success of center operations rests with the community.**

Neighborhood Center facilities only provide the physical shell to house services, programs and activities. The success of center operation depends of the level of community involvement, interest and support in making the center responsive to the social cultural, recreational and civic needs of the neighborhood served and a focus for community life.

OBJECTIVES AND POLICIES

OBJECTIVE 3

ASSURE THAT NEIGHBORHOOD RESIDENTS HAVE ACCESS TO NEEDED SERVICES AND A FOCUS FOR NEIGHBORHOOD ACTIVITIES.

One component contributing to the quality of the living environment is the availability of community services and facilities designed to meet the cultural, social and recreational needs of neighborhood residents. While there are already many neighborhood services and facilities (libraries, recreation centers, health centers, police stations, schools) there are still unmet needs. Services to be provided vary according to the composition and needs of the population in the area and include activities such as child care, health care, youth activities, senior citizen programs and adult education and enrichment programs.

A multi-purpose neighborhood center not only is a facility that provides needed services, but is a place where neighbors can gather and socialize, and is a symbol to all residents of the binding sense of "community" shared by the neighborhoods. As such a neighborhood center serves as a focus for community activities.

POLICY 1

Provide neighborhood centers in areas lacking adequate community facilities.

Some San Francisco neighborhoods lack adequate physical facilities for needed services and for neighborhood activities. Therefore, the City should undertake programs to provide multipurpose centers in neighborhoods where they are lacking or inadequate. Centers need not be new, independent buildings, but can be additions to existing community facilities such as schools, libraries, health centers and recreation centers. Rehabilitation and renovation of such existing public buildings can result in useful neighborhood centers.

POLICY 2

Assure that neighborhood centers complement and do not duplicate existing public and private facilities.

In assigning resources to develop neighborhood centers, care must be taken so as not to duplicate existing facilities with adequate capacity. Before a neighborhood center is constructed or acquired by the City, all existing facilities in the neighborhood should be surveyed and evaluated with respect to their adequacy. Expansion of existing facilities should first be explored before establishing a new facility. If required and practical, new facilities should be conveniently located in relation to existing public facilities. When developing a new facility consideration should also be given to relocating existing City and private services into it from rental quarters or spaces which are too small or otherwise substandard.

POLICY 3

Develop centers to serve an identifiable neighborhood.

A community must strongly identify with its neighborhood center if successful and responsive use and service is to occur. Clearly locating a center within a perceived neighborhood strengthens the sense of identity between the residents and the center. As a physical symbol of the neighborhood the center could generate greater neighborhood interest and participation in its activities and programs. The diverse character and size of San Francisco's districts and neighborhoods will cause considerable variety in the scale and character of centers.

POLICY 4

Locate neighborhood centers so they are easily accessible and near the natural center of activity.

Participation in neighborhood centers activities and programs is encouraged when centers are visibly located near or within areas where neighborhood activity is clustered such as neighborhood shopping areas, recreation centers, libraries, schools and health centers. Centers should be easily accessible, particularly by foot and public transit. Major trafficways are not good locations in view of possible congestion and lowered standards of safety and traffic engineering.

POLICY 5

Develop neighborhood centers that are multi-purpose in character, attractive in design, secure and comfortable, and inherently flexible in meeting the current and changing needs of the neighborhood served.

In order for neighborhood centers to be effective they should be multi-purpose and sufficiently flexible to accommodate all potential users, including children, handicapped people, and elderly.

Spaces and rooms should lend themselves to various activities in response to the many and changing needs of a particular community. This can be achieved through the use of movable partitions and by providing ample storage space.

The scale of the center should be adequate and appropriate for the number of people to be served and in keeping with community character. Centers should be attractive and comfortable in design, and arranged to provide security for users, equipment and materials.

POLICY 6

Base priority for the development of neighborhood centers on relative need.

The general level of need for and access to community services varies among neighborhoods. The types and mix of services desired also varies. In determining priorities, consideration should be given to neighborhoods in greatest need of centers, with special emphasis for the disadvantaged.

Income is a key indicator of service need, since lower-income people do not have the financial ability to purchase services such as child care, health care, recreation and personal development/career enrichment programs. Likewise, existing facilities in lower-income neighborhoods tend to be older and inadequate for needed services.

Another major consideration is access to services. Many people, particularly lower-income and elderly people, are denied needed services because these services are virtually inaccessible. Facilities should be first provided in those neighborhoods where basic livability services are needed and where people are being denied these services due to poor access.

POLICY 7

Program the centers to fill gaps in needed services, and provide adequate facilities for ill-housed existing services.

All neighborhoods have some social services, and facilities that house those services. However, often there are "service gaps" where needs and services do not match. Child care, senior citizen programs and activities, and places for neighbors to meet and conduct community programs are often lacking. New neighborhood centers should seek to complement and supplement existing services and activities. Since the facilities that house existing services may be inadequate, often jeopardizing the continuation of expansion of a much-needed service, new or improved neighborhood centers should provide for the relocation of services from substandard facilities.

POLICY 8

Provide neighborhood centers with a network of links to other neighborhood and citywide services.

It is often not practical, and even not desirable, to house a full range of services for the entire neighborhood in a single center. For example, child care and a drug abuse program may not be compatible in the same facility. However, in order to facilitate broad access to services, neighborhood centers should be the pivotal point in the community, providing referrals to other facilities and thus linking together all services to make them available to each neighborhood.

Neighborhood centers should have linkages with and relate to the neighborhood programs and facilities of the Art Commission, Commission on Aging, Recreation and Park Department, Public Library, Unified School District, Police Department, Health Department, Department of Social Services, and private service agencies.

OBJECTIVE 4

PROVIDE NEIGHBORHOOD CENTERS THAT ARE RESPONSIVE TO THE COMMUNITY SERVED.

Basic to the notion of a neighborhood center is that it be responsive to the broad needs and desires of the community served. If a center fails in this regard it will cease to be used by neighborhood residents. In order to develop and operate centers that are responsive, active neighborhood participation in the planning, programming and ongoing management of the center must be maintained.

In general, centers should be planned so that no single group, activity or program is predominant. Programs should be oriented toward all age groups and provide a mix of specialized services, referral services and general activities.

The effectiveness of the centers' program and activities should be periodically evaluated to assess whether the needs of the community are being met and whether potential center users are being denied access due to inadequate programming or other causes.

POLICY 1

Assure effective neighborhood participation in the initial planning, ongoing programming, and activities of multi-purpose neighborhood centers.

Neighborhood participation is essential to the successful and responsive functioning of a neighborhood center. Neighborhood input, from the initial planning stages through center programming and management, instills a sense of neighborhood control of the center. This is vital to the acceptance of the center as a true neighborhood facility. Also, broad neighborhood participation in center programming is essential to the definition of unmet needs and assessment of the level of interest in various programs and activities. Neighborhood comment and reaction to center operation and programs should be continuously monitored and programs and activities modified to meet changing needs.

POLICY 2

Provide an effective and responsible management structure for each neighborhood center.

Effective center management and administration is essential if the many and varied needs of a neighborhood are to be met. The various center programs and activities must, in addition to being responsive to neighborhood needs, be compatible, coordinated and scheduled to match user needs. In addition, provision must be made for ongoing facility operation, maintenance and administrative management.

There are several alternative approaches for assigning neighborhood center management responsibility, including having one agency/service provider within each center take the lead and assume this responsibility, contract with an independent firm for center management services, or management by a non-profit corporation responsible to either a community board or a coalition of service providers located within the neighborhood center.

POLICY 3

Insure continuing responsiveness to neighborhood needs by making clear assignments of responsibility for supervision of center operation and administration.

In order to insure that neighborhood centers in each community continue to function in a responsive and responsible manner, some entity, separate from center management, should be assigned the responsibility of administrative supervision of centers for the City. Administrative supervisory responsibilities include general monitoring of center activities, assessment of programs, technical assistance and general supervision of center operations, management and maintenance.

There are several alternative approaches for assigning administrative supervisory responsibilities, including assumption of responsibilities by an experienced private agency acting for the City, use of an existing agency of local government, or creation of a new public agency.

CRITERIA FOR LOCATING NEIGHBORHOOD CENTERS

One of the key elements in successfully planning multi-service centers for use by specific population groups is the location. Location plays a major role in the outreach efforts of service providers. A conveniently placed facility, for example, will help encourage people who have already heard of the center to use its services. If the center is prominently placed it will remind people of its presence and even advertise itself to people who otherwise would not know of its existence.

Location Criteria

The Center should be centrally located

- The center should be located in an area which is easily accessible and highly visible to the population it is intended to serve.
- Areas near collector streets with relatively large amounts of vehicular and pedestrian traffic should be considered initially. The facility should not be placed on the major roadway but should be convenient to it.
- Centers should be located near support facilities such as schools, parks, libraries and recreational facilities.
- Locations near other types of services will substantially reduce the need for residents to travel to other parts of the city for needed services. Several purposes can then be accomplished in one trip.

The location should contain elements which act as a focus for the community.

- Sites near landmarks, neighborhood shops, or major intersections are often suitable locations.

Centers should be near public transit stops, especially those directly serving the population groups to be reached.

Service centers should be located within neighborhood boundaries; however, programs could be developed to serve surrounding or adjacent communities. Information and referral services, for example, could be utilized by persons other than local residents without causing a measurable reduction in program services to the local community.

Centers should be located so that center-related activities and center uses are compatible and supportive of adjacent land uses, and do not disrupt nor detract from adjoining uses.

Center sites should be protected from the negative effects of vehicular traffic. Facilities should be accessible without requiring patrons, particularly children and the elderly, to cross streets which carry heavy vehicular traffic. Entrances should be located in such a manner as to provide safe ingress and egress and smooth circulation patterns.

Design Guidelines

The design of a neighborhood center will have a critical influence upon the center's program development and the perception of its quality and character by the community. Since these facilities would benefit the greatest number of users by being located adjacent to predominantly residential districts, they must be designed in such a way that they do not make neighboring properties less desirable due to their appearance, increased noise, congestion or activity.

- The facility should provide rooms and spaces suited to the particular service needs of each area.
- The user community should participate in design development, and specific space should be set aside for murals or other forms of community expression. Additional space should be provided for neighborhood meetings, and priority should always be given to community groups for use of this space.
- The facility should be non-bureaucratic and informal in nature to achieve a friendly, pleasant and inviting feeling.
- Because multi-purpose centers must meet changing community needs, flexibility for a variety of program activities should be inherent in their design.
- The location of all services should be visible from the main entrance. An information and referral center should be visible from and close to the main entrance.
- Rooms and spaces should be well-suited to unique services with separations from exclusive or incompatible uses. This may include the design of separate entrances and exits or floor separations. When such separations cannot be provided, time schedules should be worked out to avoid conflicts.
- Passive interior and exterior spaces should be separated from more active areas.
- Doors, elevators, toilets, entrances, drinking fountains, telephone locations, curbs, parking and other features should be designed to accommodate the physically handicapped, children, and the elderly.
- Exterior space should have a feeling of openness, with areas set aside which are conducive to conversation and other types of interaction.

FIRE FACILITIES

The Fire Facilities Section of the Community Facilities Element is intended to serve as a guide to the greatest degree possible the following objective:

OBJECTIVE 5

DEVELOPMENT OF A SYSTEM OF FIREHOUSES WHICH WILL MEET THE OPERATING REQUIREMENTS OF THE FIRE DEPARTMENT IN PROVIDING FIRE PROTECTION SERVICES AND WHICH WILL BE IN HARMONY WITH RELATED PUBLIC SERVICE FACILITIES AND WITH ALL OTHER FEATURES AND FACILITIES OF LAND DEVELOPMENT AND TRANSPORTATION PROVIDED FOR A OTHER SECTIONS OF THE MASTER PLAN.

Principles

The following principles are an integral and basic part of the Fire Facilities Section:

1. In general, firehouses should be distributed throughout the city so that each firehouse has a primary service area extending within a radius of one-half mile. This spacing should vary in relation to population densities, building intensities and types of construction, the pattern of trafficways, and with the relative degree of fire hazard.

2. Firehouses should be located on streets close to and leading into major or secondary thoroughfares.

3. Firehouses should be so located that no topographic barriers require time-consuming detours within the primary service area of each firehouse.

LIBRARY FACILITIES

The Library Facilities Section of the Community Facilities Element is intended to serve as a guide to the following objective:

OBJECTIVE 6

DEVELOPMENT OF A PUBLIC LIBRARY SYSTEM IN SAN FRANCISCO WHICH WILL MAKE ADEQUATE AND EFFICIENT LIBRARY SERVICE FREELY AVAILABLE TO EVERYONE WITHIN THE CITY, AND WHICH WILL BE IN HARMONY WITH RELATED PUBLIC SERVICE FACILITIES AND WITH ALL OTHER FEATURES AND FACILITIES OF LAND DEVELOPMENT AND TRANSPORTATION PROVIDED FOR IN OTHER SECTIONS OF THE MASTER PLAN.

Principles

The following principles are an integral and basic part of the Library Facilities Section:

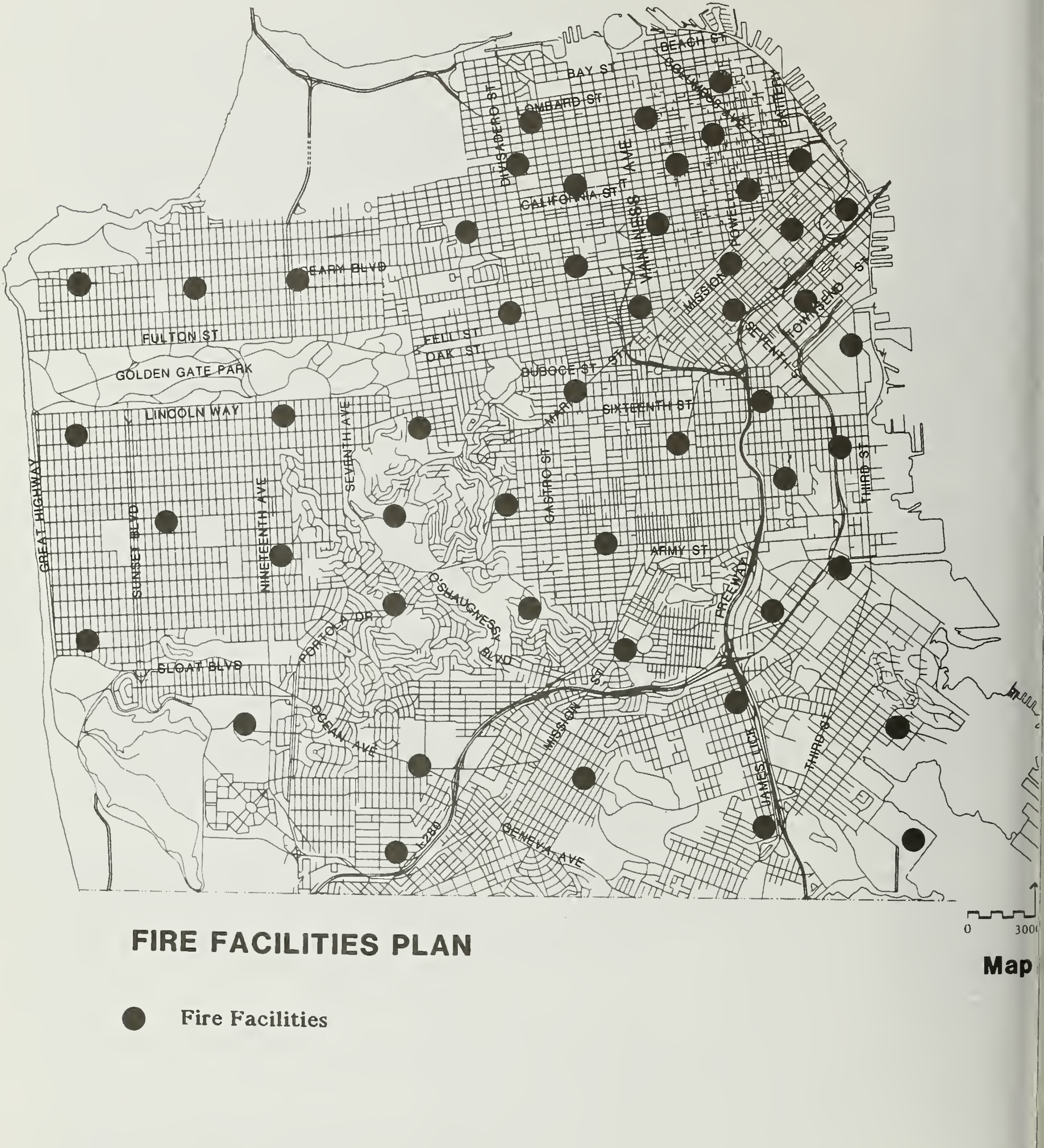
1. In general, branch libraries should have a service area range of not more than one mile, and should be distributed so that all sections of the residential community areas of the City are within the service range of a public library. The spacing of branch libraries should vary in relation to present and prospective population densities and characteristics, physical barriers, and transit and trafficways patterns.

2. In general, the library system should be comprised of large branches each serving a population of 25,000 to 50,000. In areas of low population density or areas prescribed by physical barriers small branches may be developed to serve a population of 10,000 to 15,000.

3. Branch libraries should be located where a variety of community facilities attracts the residents of the surrounding area. Branch libraries should be easily accessible to pedestrian routes and vehicular traf ficways, and should be not more than a level block from a transit stop.

4. Parking for motor vehicles and bicycles should be readily available on or near the sites of branch libraries.

5. Public library buildings should be simple and functional in design and in harmony with their surroundings. Buildings should be planned for the pleasure and convenience of the public, and for economy and efficiency in operation and maintenance.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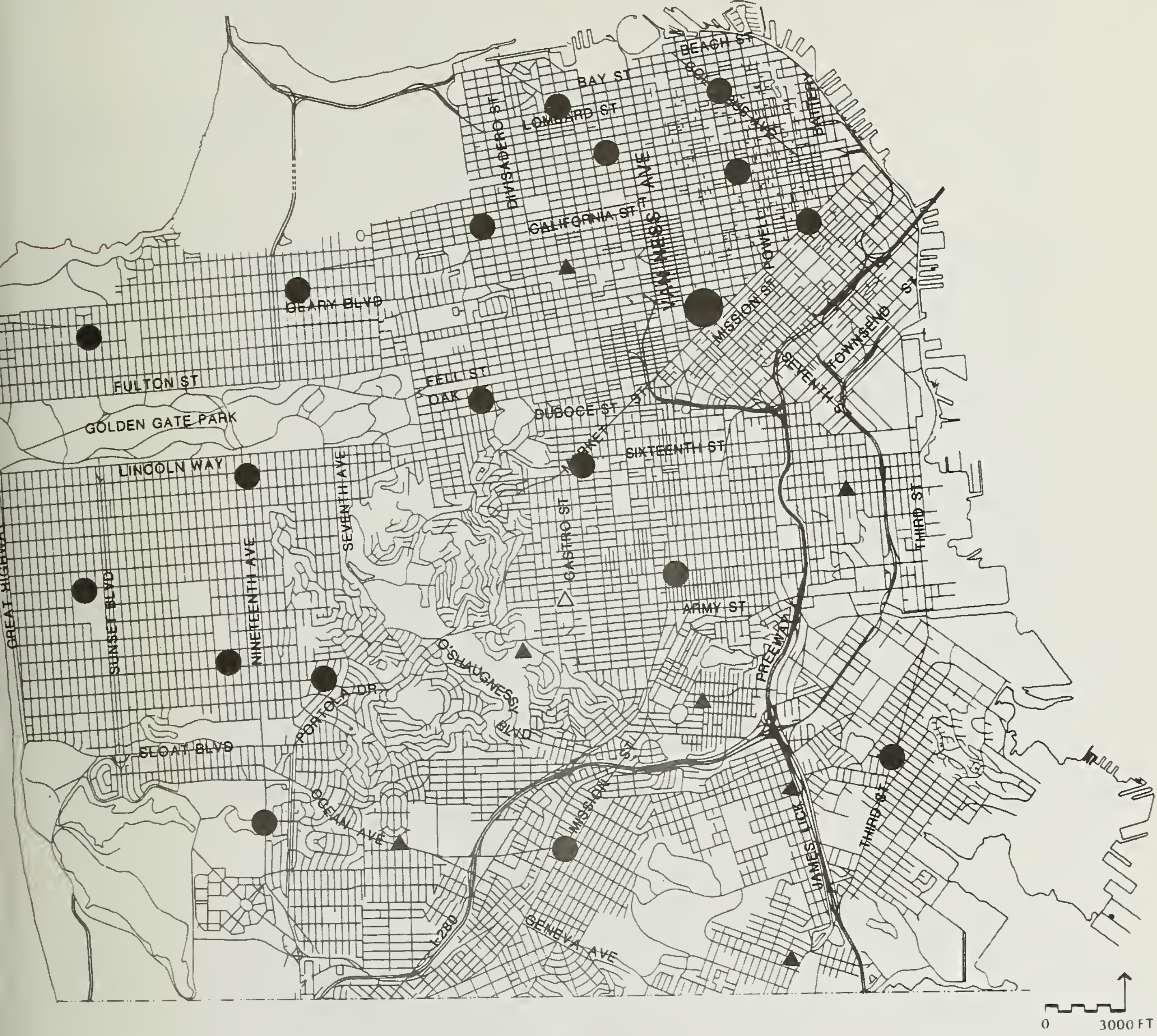
FIRE FACILITIES PLAN

Map

● Fire Facilities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JAMES LICK
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LIBRARY LOCATION PLAN

Map 3

● Main Library

● Large Branch

▲ Small Branch

△ Interim Branch

PUBLIC HEALTH CENTERS

The Public Health Centers Section of the Community Facilities Element is designed as a guide to the following objective:

OBJECTIVE 7

DISTRIBUTION THROUGHOUT THE CITY OF DISTRICT PUBLIC HEALTH CENTERS TO MAKE THE EDUCATIONAL AND PREVENTIVE SERVICES OF THE DEPARTMENT OF PUBLIC HEALTH CONVENIENT TO THE PEOPLE, THEREBY HELPING TO ACHIEVE THE GOALS OF THE PUBLIC HEALTH PROGRAM IN SAN FRANCISCO.

The goals of the public health program are to create and maintain a healthy environment in which people may live and work, to help each individual in a community reach and sustain his maximum capacity for health, and to promote physical and mental efficiency through organized community effort. In a city such as San Francisco, district health centers properly located to suit the public need and convenience are important in achieving these goals.

Principles

The following principles are an integral and basic part of the Public Health Centers Section:

1. District public health centers should be distributed throughout the city so that each serves a population varying from 75,000 to 150,000, depending on the extent of need of the population served.

2. For maximum convenience a health center should be centrally situated in relation to the population served in each health district, and convenient to public transportation.

3. Where possible, district health centers should be grouped with public schools and recreation grounds in a community center.

4. The design of public health centers should be functional and flexible to suit present needs and to be adaptable to the potential activities of the Department of Public Health.

5. Conference stations should be established where needed within a health center district to serve a population of 25,000 to 50,000.

6. Conference stations, operated from district health centers, when needed, should be located if possible in existing public or community facilities such as schools or recreation centers.

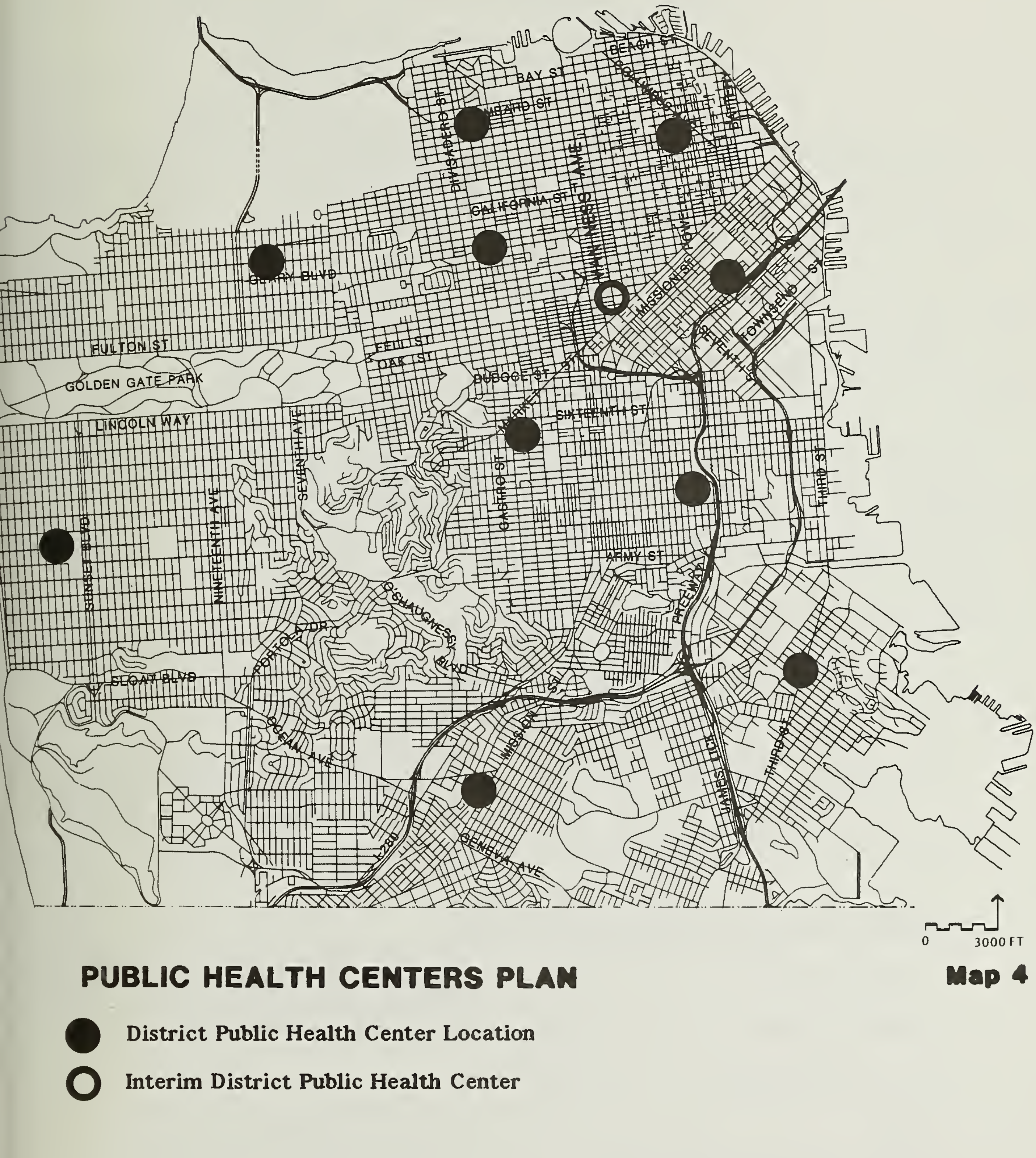
EDUCATIONAL FACILITIES

OBJECTIVE 8

ASSURE THAT PUBLIC SCHOOL FACILITIES ARE DISTRIBUTED AND LOCATED IN A MANNER THAT WILL ENHANCE THEIR EFFICIENT AND EFFECTIVE USE.

POLICY 1

Provide public school facilities for education in accordance with the need for such facilities as defined by the Unified School District and Community College District. Locate such facilities according to the Public School Facilities Plan and, wherever possible, make available for community use.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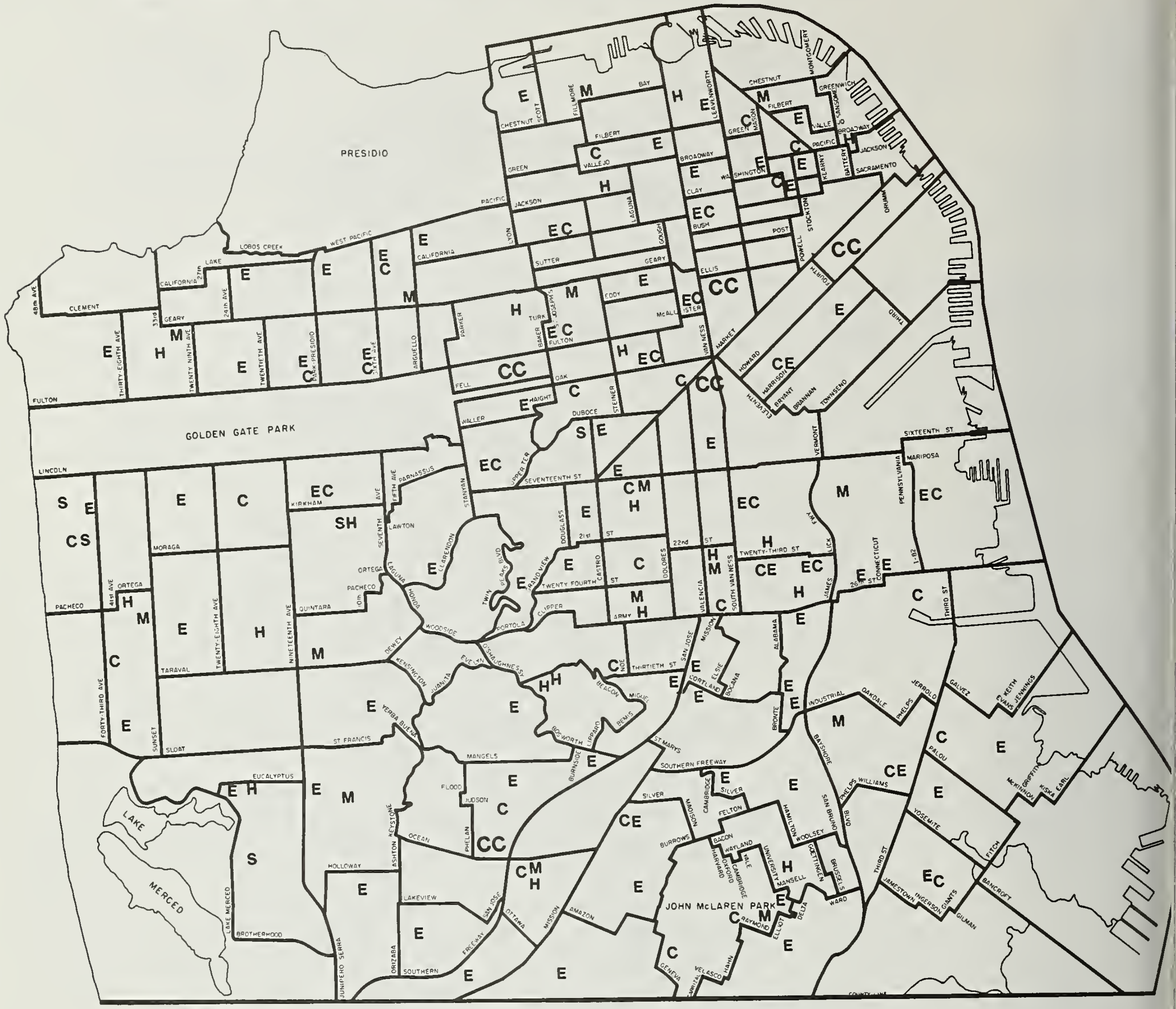
PUBLIC HEALTH CENTERS PLAN

Map 4

● District Public Health Center Location

○ Interim District Public Health Center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FULTON
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MORAGA
ORTEGA
PACHECO
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TARAVAL
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EUCALYPTUS
BROTHERHOOD
HOLLOWAY
LAKEVIEW
SOUTHERN
OCEAN
JUDSON
FLOOD
MANGELS
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33rd
24th AVE
THIRTY EIGHTH AVE
TWENTY NINTH AVE
TWENTIETH AVE
PARK PRESIDIO
SIXTH AVE
ARGUELLO
41st AVE
FORTY THIRD AVE
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SEVENTH
FIFTH AVE
10th
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JUNIPERO SERRA
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WOODSIDE
DEWEY
KENSINGTON
JUANITA
EVELYN
O'SHAUGHNESSY
YERBA BUENA
PORTOLA
TWIN PEAKS BLVD
GRAND VIEW
CLIPPER
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FULTON
BAKER
ST. JOSEPH'S
PARKER
LAGUNA
GOUGH
STEINER
McALLISTER
BROADWAY
CLAY
BUSH
POST
WASHINGTON
ELLIS
VAN NESS
LEAVENWORTH
MASON
POWELL
STOCKTON
KEARNY
BATTERY
MONTGOMERY
SANSOME
GREENWICH
BROADWAY
PACIFIC
SACRAMENTO
DRUMM
FOURTH
THIRD
MARKET
HOWARD
HARRISON
BRYANT
BRANNAN
TOWNSEND
ELEVENTH
VERMONT
SIXTEENTH ST
MARIPOSA
PENNSYLVANIA
I-80
TWENTY-THIRD ST
SOUTH VAN NESS
VALENCIA
LICK
FAIR
JAMES
26th ST
CONNECTICUT
THIRD ST
ALABAMA
BRONTE
INDUSTRIAL
OAKDALE
PHELPS
JERROLD
GALVEZ
KEITH
EVANS
JENNINGS
PALOU
GRIFFITH
McKINNON
KISKA
EARL
PHELPS WILLIAMS
BAYSHORE
YOSEMITE
FITCH
JAMESTOWN
INGERSON
GIANTS
GILMAN
BANCROFT
THIRD ST
COUNTY LINE

PUBLIC SCHOOL FACILITIES PLAN

0 3000 FT

Map 6

C	Children's Center	M	Middle Schools
S	Special Schools	H	High Schools
E	Elementary Schools	CC	City College

Note:
Boundary lines are cencus tracts

INSTITUTIONAL FACILITIES

OBJECTIVE 9

ASSURE THAT INSTITUTIONAL USES ARE LOCATED IN A MANNER THAT WILL ENHANCE THEIR EFFICIENT AND EFFECTIVE USE.

POLICY 1

Locate institutional uses according to the Institutional Facilities Plan.

The areas that are shown on the Institutional Facilities Plan are those occupied by or reserved for large groups of buildings of a public or a semi-public nature. They include San Francisco State College, University of San Francisco, Laguna Honda Home, Youth Guidance Center, several large parochial schools and the University of California Medical Center and the Civic Center.

WASTEWATER FACILITIES

OBJECTIVE 10

LOCATE WASTEWATER FACILITIES IN A MANNER THAT WILL ENHANCE THE EFFECTIVE AND EFFICIENT TREATMENT OF STORM AND WASTEWATER.

POLICY 1

Provide facilities for treatment of storm and wastewater prior to discharge into the Bay or ocean. Locate such facilities according to the Wastewater and Solid Waste Facilities Plan.

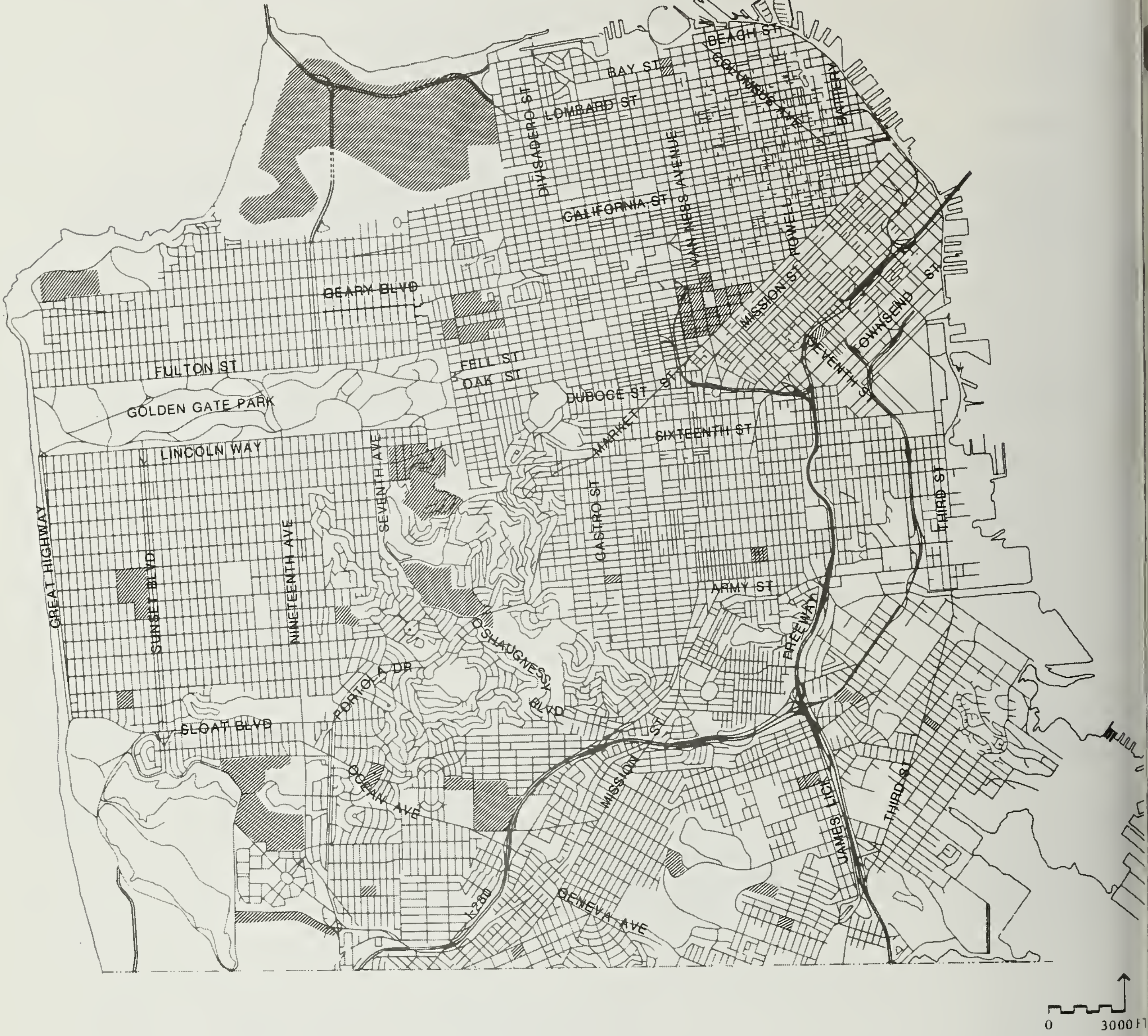
SOLID WASTE FACILITIES

OBJECTIVE 11

LOCATE SOLID WASTE FACILITIES IN A MANNER THAT WILL ENHANCE THE EFFECTIVE AND EFFICIENT TREATMENT OF SOLID WASTE.

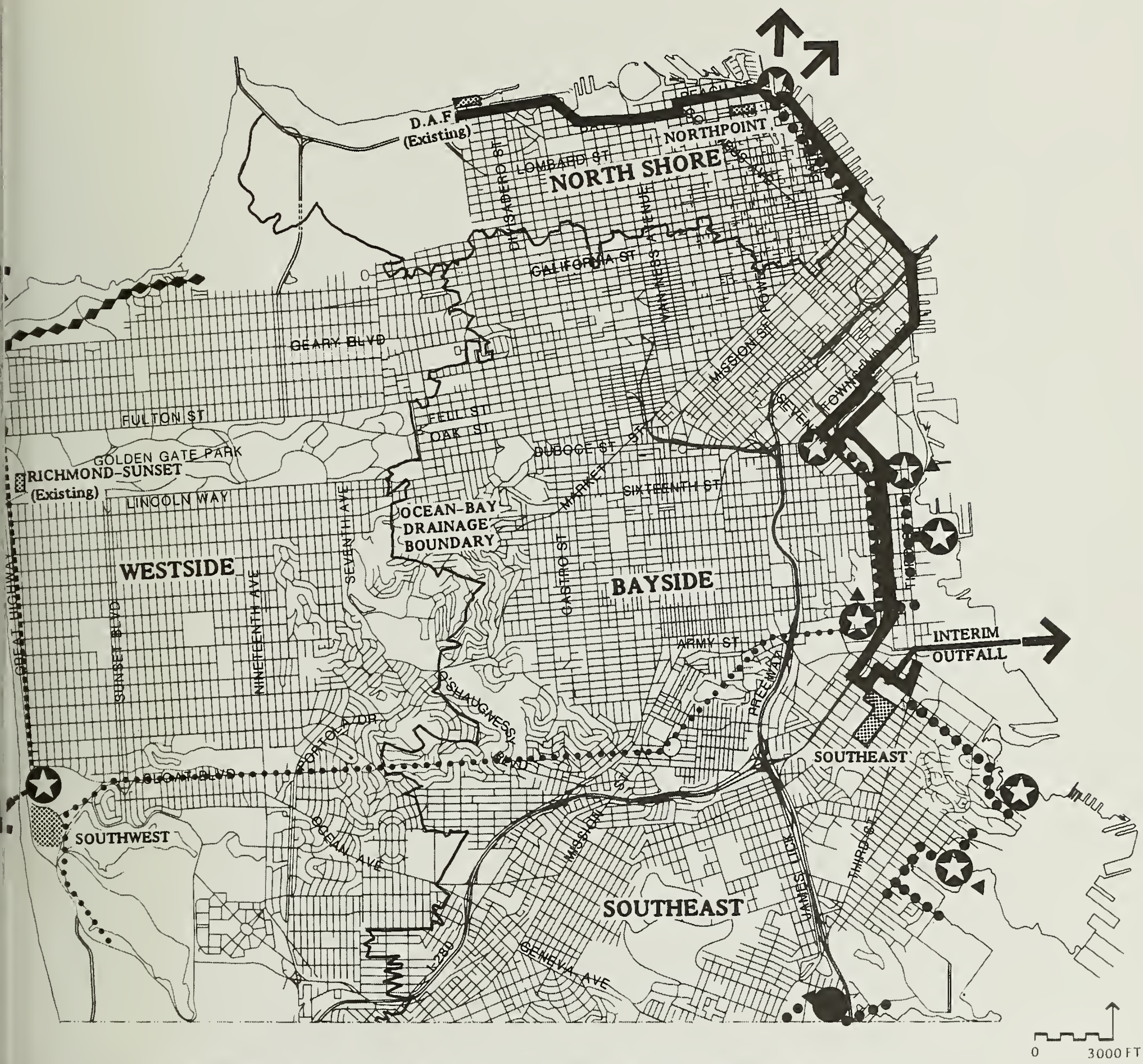
POLICY 1

Provide facilities for treatment of solid waste and locate such facilities as shown on the Wastewater and Solid Waste Facilities Plan.


BEACH ST
BAY ST
COLUMBUS AVE
BATTERY
LOMBARD ST
DIVISADERO ST
VAN NESS AVENUE
POWELL
CALIFORNIA ST
GEARY BLVD
MISSION ST
ST
TOWNSEND
FELL ST
OAK ST
FULTON ST
SEVENTH S
GOLDEN GATE PARK
DUBOCE ST
MARKET ST
LINCOLN WAY
SIXTEENTH ST
SEVENTH AVE
CASTRO ST
THIRD ST
GREAT HIGHWAY
NINETEENTH AVE
SUNSET BLVD
ARMY ST
FREEWAY
O'SHAUGNESSY BLVD
PORTOLA DR
SLOAT BLVD
MISSION ST
OCEAN AVE
JAMES LICK
THIRD ST
I-280
GENEVA AVE
0
3000 FT

INSTITUTIONAL FACILITIES PLAN

Map 7


D.A.F.
(Existing)
NORTHPOINT
NORTH SHORE
LOMBARD ST
DIVISADERO ST
CALIFORNIA ST
VAN NESS AVENUE
POWELL ST
GEARY BLVD
FULTON ST
FELL ST
OAK ST
DUBOCE ST
MARKET ST
MISSION ST
SIXTEENTH ST
GOLDEN GATE PARK
RICHMOND-SUNSET
(Existing)
LINCOLN WAY
OCEAN-BAY
DRAINAGE
BOUNDARY
WESTSIDE
BAYSIDE
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
SEVENTH AVE
CASTRO ST
ARMY ST
FREEWAY
THIRD ST
INTERIM
OUTFALL
SOUTHEAST
O'SHAUGHNESSY BLVD
PORTOLA DR
SLOAT BLVD
SOUTHWEST
OCEAN AVE
MISSION ST
I-280
GENEVA AVE
JAMES LICK
THIRD ST
SOUTHEAST
0
3000 FT

WASTE WATER AND SOLID WASTE FACILITIES PLAN **Map 5**

▬▬▬	Bayside Core System	◆◆◆◆	Richmond and Lake Merced Transports
▪▪▪▪▪▪▪▪▪	Westside Core System*	✪	Pump Station
●●●●●	Remaining Bayside System	➔	Outfall
·······	Crosstown Transport*	▨	Water Pollution Control Plant
		●	Solid Waste Facility
		▲	Retention Basin

*Long Range Funding Projections For Beyond 1985
Sources:
San Francisco Clean Water Program. February 1982
San Francisco County Solid Waste Management. July 1983
The Community Facilities Plant.

COMMUNITY

COMMUNITY

SAFETY

SAFETY

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

SAN FRANCISCO MASTER PLAN

COMMUNITY SAFETY

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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1. Estimated Intensity of Future Ground Shaking — I.8.6
2. Estimated Building Damage Levels for a "1906-Type" Earthquake — I.8.7
3. Special Geologic Study Areas — I.8.12

SUMMARY OF OBJECTIVES AND POLICIES

LIFE SAFETY

OBJECTIVE 1

REDUCE HAZARDS TO LIFE SAFETY, MINIMIZE PROPERTY DAMAGE AND ECONOMIC DISLOCATIONS RESULTING FROM FUTURE EARTHQUAKES.

POLICY 1

Apply a minimum level of acceptable risk to structures and uses of land based upon the nature of use, importance of the use to public safety and welfare, and density of occupancy.

POLICY 2

Initiate orderly abatement of hazards from existing buildings and structures.

POLICY 3

Abate existing hazards in all critical community facilities; where it is not feasible to abate hazards to existing facilities in special geologic study areas, move them to new safer locations; limit location of new facilities to sites outside special geologic study areas unless no viable alternative exists.

POLICY 4

Require geologic or soil engineering site investigation, and compensating structural design based on findings, for all structures in special geologic study areas.

POLICY 5

Modify permitted land uses and types of structures, where appropriate, according to geologic factors and consistent with the levels of acceptable risk.

POLICY 6

Review and amend at regular intervals all relevant public codes to incorporate the most current knowledge and highest standards of seismic design.

POLICY 7

Support seismic research through appropriate actions by all public agencies.

PRESERVATION

OBJECTIVE 2

PRESERVE, CONSISTENT WITH LIFE SAFETY CONSIDERATIONS, THE ARCHITECTURAL CHARACTER OF BUILDINGS AND STRUCTURES IMPORTANT TO THE UNIQUE VISUAL IMAGE OF SAN FRANCISCO.

POLICY 1

Retain the architectural design character of buildings and structures in the renovation work required for abatement of hazards to life safety.

EMERGENCY OPERATIONS

OBJECTIVE 3

ENSURE THE PROTECTION OF LIFE AND PROPERTY FROM THE EFFECTS OF FIRE OR NATURAL DISASTER THROUGH ADEQUATE EMERGENCY OPERATIONS PREPARATION.

POLICY 1

Maintain a local agency for the provision of emergency services to meet the needs of San Francisco.

POLICY 2

Develop and maintain viable, up-to-date departmental emergency operations plans, with necessary equipment, for operational capability of all emergency service agencies and departments.

POLICY 3

Maintain and expand agreements for emergency assistance from other jurisdictions to ensure adequate aid in time of need.

POLICY 4

Establish and maintain an adequate emergency operations center.

POLICY 5

Maintain and expand the City's fire-prevention and fire-fighting capability.

POLICY 6

Establish a system of emergency access routes for both emergency operations and evacuation needs.

POLICY 7

Provide continuing public education regarding emergency procedures.

RECONSTRUCTION

OBJECTIVE 4

ASSURE THE SOUND AND RATIONAL RECONSTRUCTION OF SAN FRANCISCO FOLLOWING A MAJOR DISASTER.

POLICY 1

Maintain the sound and rational redevelopment of San Francisco, following a major disaster, by rebuilding in accordance with established Comprehensive Plan objectives and policies, appropriate City codes, and other community concerns and needs.

POLICY 2

Adopt contingency legislation to provide for anticipated needs following a disaster and to reduce pressures for unnecessarily rapid reconstruction.

POLICY 3

Create a Reconstruction Planning Committee to insure that development following a major disaster takes place in a timely fashion according to established objectives and policies.

COMMUNITY SAFETY

INTRODUCTION

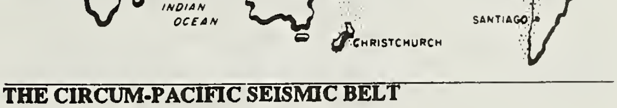
Comprehensive considerations of seismic hazards have long been neglected in California. The San Fernando earthquake of February 9, 1971, provided the impetus to spur public action to remedy this situation. Legislation was adopted at the State level requiring city and county general plans to include a seismic safety element and a safety element. The legislation called for "an identification and appraisal of seismic hazards" by a seismic safety element and "the protection of the community from fires and geologic hazards" by a safety element.

The requirements for the two closely related general plan elements have been addressed in the Community Safety Element of the Master Plan of San Francisco. The purpose of this element is to provide the basis for inclusion of geologic and fire hazard concerns in the planning-development process. The fundamental goal of the element is to establish ways to reduce the risk to San Franciscans from geologic and fire hazards.

Background

Most of the State of California lies within a band which covers only a small portion of the earth's surface but has within it 80 per cent of world seismic, or earthquake, activity. This band is the Circum-Pacific Seismic Belt, or the "Ring of Fire", so-called because the majority of the earth's volcanoes occur within this belt.

An understanding of why this seismic activity is on one relatively narrow strip has merged only in the last decade. It appears that the earth's surface is a mosaic of perhaps twenty huge blocks or segments. Pushed or pulled by titanic forces, these segments — geologists call them "plates" — slowly drift. The place of contact, or movement, between two plates is called a fault or fault



THE CIRCUM-PACIFIC SEISMIC BELT

zone. The well-known San Andreas Fault is where the Pacific Plate and the North American Plate make contact.

In some cases plates slide smoothly past each other, causing what earth scientists call fault "creep:" that is, the slow, steady movement of one plate in relation to another. In other cases, tremendous pressure along the plate borders creates a friction which does not allow movement; the plate edges lock. However, the plates themselves continue to advance, bending the rock at the boundary until the strain is too great. Then the rock snaps along the fault and shifts violently back toward equilibrium, like a bent stick breaking. This shifting rock causes the devastating shock waves we know as an earthquake.

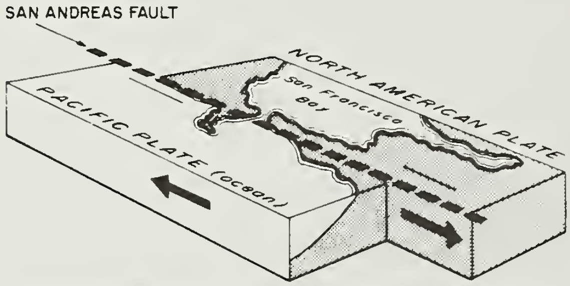
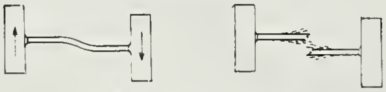


PLATE MOVEMENT ALONG SAN ANDREAS FAULT

Even though the shock waves generated by earthquakes may travel for great distances, they originate within or directly on active faults. Such a shock wave originating on an active fault can have a widespread effect upon the earth as it spreads from its point of origin. If the shock were centered under the ocean — for instance along a fault somewhere in the Pacific Ocean between Hawaii and the Mainland — it might create a seismic sea wave or tsunami. These are also commonly known as tidal waves; however, this is incorrect as a tsunami is generated by seismic activity, not tidal action. Tsunamis gain in velocity as they travel, potentially moving at more than 400 miles per hour and reaching a maximum vertical run-up, or height, of more than 35 feet. There is also an inland cousin of the tsunami called a seiche; a seiche could occur in enclosed bodies of water such as bays, lakes, reservoirs and large water tanks.

Rock snapping



Bent stick breaking

The most common expression of earthquakes is ground shaking. The shaking occurs as shock waves generated by the snapping of two rock "plates" move through the materials of the earth's crust. The strength and duration of a shock wave will vary according to the types of earth materials the wave is passing through. For example, the wave will pass rapidly through solid rock but will pass more slowly and increase in intensity through bay mud. Therefore, the degree of ground shaking is dependent upon both the proximity to the fault and the composition of the underlying geologic formations.

In the broadest sense, the structures of man are the key factor in an analysis of earthquake hazards. In an open meadow, it would usually be possible to ride out the most massive earthquake in relative safety. It is the structures built by man in seismic areas which create hazardous situations.

In these areas all structures are affected by geologic hazards of some kind. Ground shaking, and the transmission of earthquake vibrations from the ground into structures, is the most universal hazard, and such shaking may cause structural collapse. All areas of San Francisco will be subject to some degree of ground shaking in a large earthquake. Because buildings respond in different ways, depending upon the type of construction and foundations, and the type of soil the building is resting on, proximity to a fault may not be the key indicator of damage potential. The 1906 earthquake caused the most severe damage from ground shaking in the northeast corner of San Francisco, the area farthest from the San Andreas Fault.

Unlike most areas of California, San Francisco is an almost totally constructed city; its borders have been defined for more than 100 years and very little land is left undeveloped. Many other cities still have the opportunity to limit or modify construction on sites of potential geologic risk. San Francisco must begin to approach the problem of seismic hazards by considering the interaction between already existing structures and their underlying geology. This is the most important factor in the determination of the direction for seismic hazard considerations in San Francisco. These considerations must include: (1) an identification and resolution of possible hazards in existing urban development, and (2) a determination of guidelines for future development.

SEISMIC INVESTIGATIONS

Investigations have been undertaken by the Department of City Planning and structural and geologic consultants to determine the nature, scope and effects of seismic hazards in San Francisco. Fundamental to the consideration of seismic hazards is an evaluation of the geologic environment of the city; closely related is an evaluation of structures, both buildings and other structures, including "lifelines" — the essential public systems, facilities and utilities such as bridges and roadways, hospitals, and water supply.

Investigation of emergency operations is another important factor in an analysis of community safety. This investigation explored the state of preparedness in San Francisco to respond to community needs in the event of a disaster.

The fourth major area of investigation was directed towards the evaluation of planning needs for post-disaster reconstruction. Problems faced by other cities following a major earthquake, and other factors, were studied to determine what should be anticipated in San Francisco and appropriate actions that could be taken.

Geologic Investigation

In an active earthquake area such as San Francisco, the underlying geology poses a potential hazard to structures and property. The geologic study identified, described and analyzed geologic and seismological factors of earthquake hazards within San Francisco.

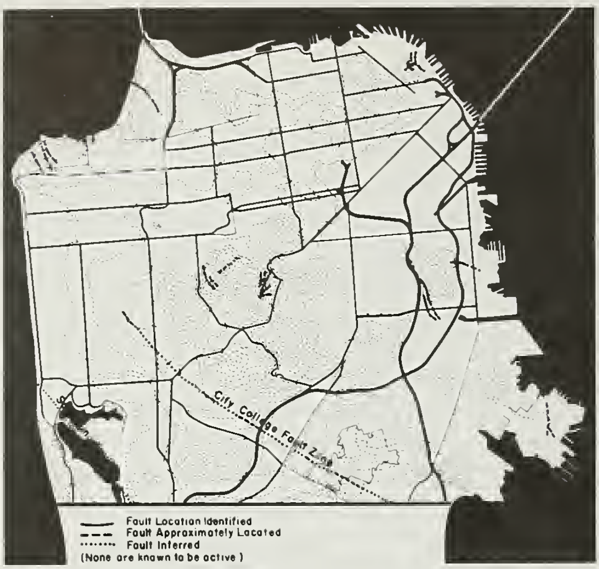
A generalized geologic map has been compiled, which combines multiple factors, such as the location and extent of major geologic formations in San Francisco that have distinctive engineering characteristics and fault locations; this map serves as a basis for the identification and evaluation of individual geologic factors.

These factors are mapped to define areas of specific hazards or potential hazards, with accompanying descriptions. Each map presents a separate geologic factor to reduce possible misinterpretation of the information.

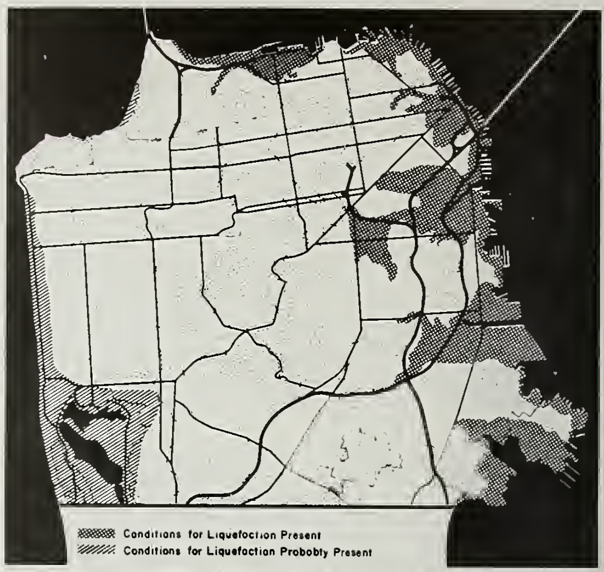
Faults

No active faults are known to exist within San Francisco. Ancient, inactive faults (that is, those faults which have had no movement in the last 10,000 years) are identified; none is considered capable of producing as large an earthquake as has occurred on the San Andreas Fault, and none is expected to move in any foreseeable future earthquake.

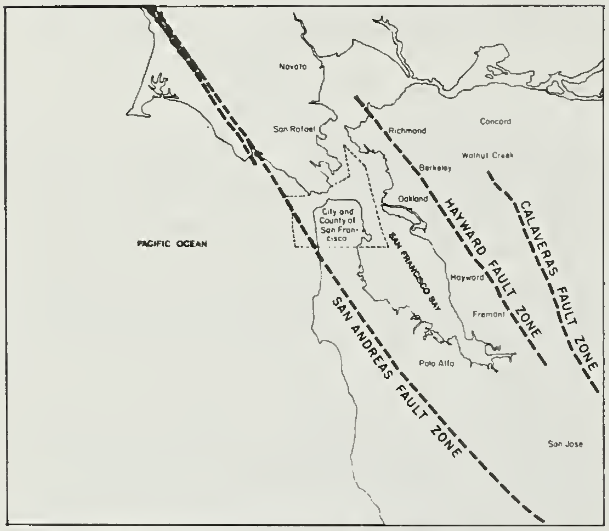
If an earthquake were to have a major effect in the San Francisco Bay Area, it would probably originate on or near either the San Andreas Fault along the Pacific Coast or the Hayward or Calaveras Faults in the East Bay.


City College Fault Zone
Fault Location Identified
Fault Approximately Located
Fault Inferred
(None are known to be active)

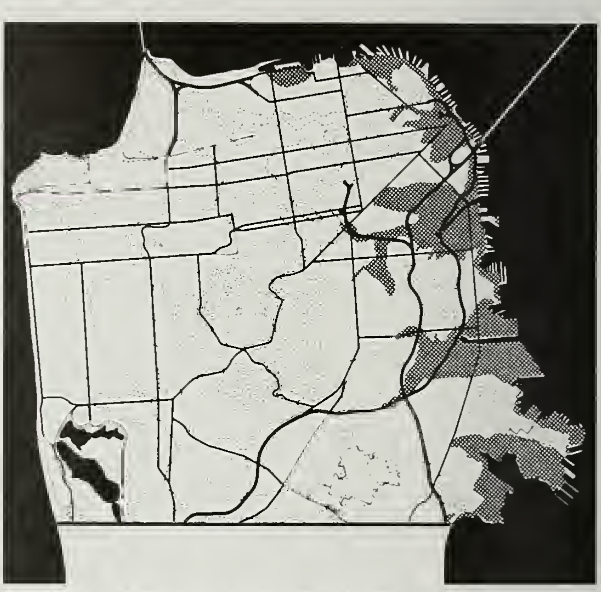
FAULT LOCATION IDENTIFIED


Conditions for Liquefaction Present
Conditions for Liquefaction Probably Present

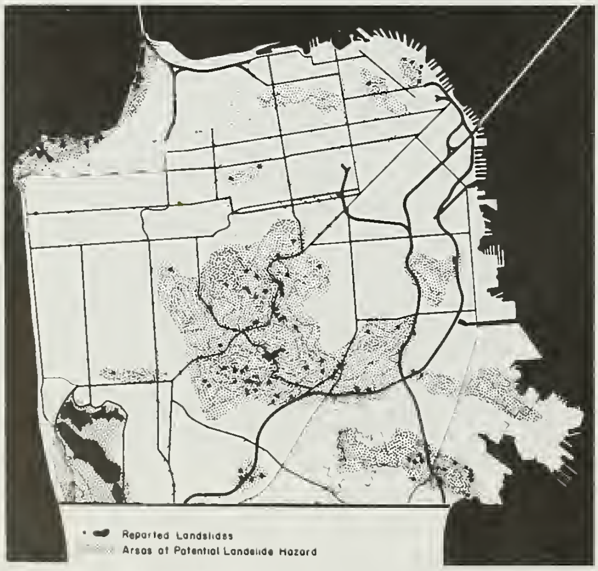
POTENTIAL LIQUEFACTION HAZARD AREAS


Novato
San Rafael
Richmond
Concord
Walnut Creek
Berkeley
Oakland
City and County of San Francisco
PACIFIC OCEAN
SAN FRANCISCO BAY
HAYWARD FAULT ZONE
CALAVERAS FAULT ZONE
Hayward
Fremont
Palo Alto
SAN ANDREAS FAULT ZONE
San Jose

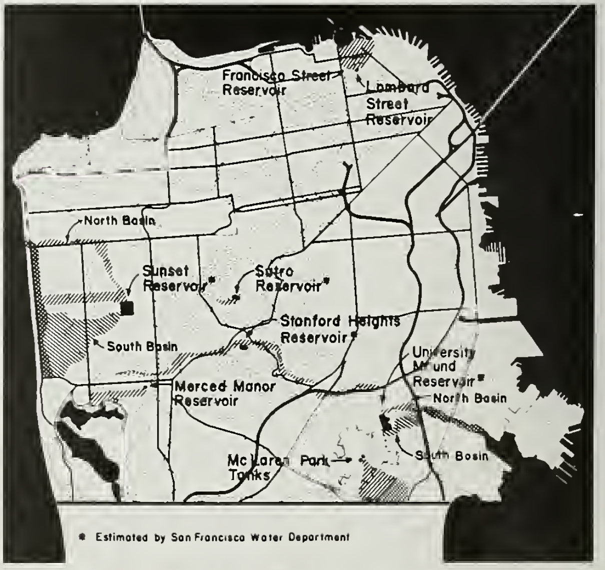
ACTIVE FAULTS IN SAN FRANCISCO BAY AREA



POTENTIAL SUBSIDENCE HAZARD AREAS


Reported Landslides
Areas of Potential Landslide Hazard

POTENTIAL LANDSLIDE AREAS


Francisco Street Reservoir
Lombard Street Reservoir
North Basin
Sunset Reservoir*
Sutro Reservoir*
Stanford Heights Reservoir*
South Basin
University Mound Reservoir*
North Basin
Merced Manor Reservoir
McLaren Park Tanks
South Basin
* Estimated by San Francisco Water Department

POTENTIAL INUNDATION AREAS DUE TO RESERVOIR FAILURE

Ground Shaking

Predications of future ground shaking were based largely on analyses of the 1906 earthquake. Even though the next large earthquake may originate at a different point along the San Andreas Fault, site characteristics change little or not at all, and the distribution of ground-shaking intensity due to future earthquakes will be approximately the same as in the 1906 earthquake.

Landslide Areas

In comparison with other parts of the Bay Area, San Francisco has had relatively few landslides. There are, however, some land-slide-prone areas; the hills underlain by Franciscan-type rock are the most susceptible.

Liquefaction

This ground failure phenomenon is usually associated with earthquakes of intense and prolonged ground movement. The process occurs when the ground shaking forces water between particles of loose or medium-dense materials (sands, silts), causing them to lose stability and liquefy much like quick-sand. Liquefaction often causes landslides, such as those around Lake Merced in 1957, and building settlement, but only during the actual shaking. When the ground shaking stops, the soil usually returns quickly to its pre-shaking state.

Liquefiable soils pose a substantial hazard to San Francisco. Earthquake engineering experts generally agree that a great percentage of the damage caused by the 1906 earthquake was due to the liquefaction and subsequent subsidence of man-made land.

Subsidence

Although it can occur under static (normal) conditions, subsidence — uneven local settlement of the ground's surface — is frequently activated by strong ground motion, such as that from a major earthquake. In San Francisco, the subsidence hazard area is predominantly restricted to districts of "made" land, that is, land reclaimed by filling shallow water and marsh areas. In general, this comprises those low-lying filled areas in the eastern portion of the city in which the fill either is known to have subsided in the past or may subside because of underlying compressible bay muds.

Reservoir Failure

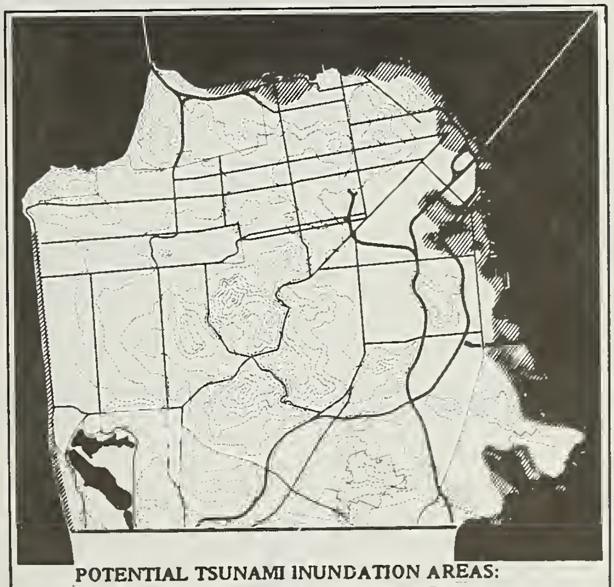
Reservoirs, which confine large volumes of water in tanks above ground or behind dams or embankments, represent a potential hazard due to failure caused by ground shaking. Inundation, or flooding, areas were calculated and mapped for large reservoirs and tanks identified as subject to possible failure from earth shaking. Evacuation plans and routes have been developed by the San Francisco Office of Emergency Services for each of these areas.

Tsunamis and Seiches

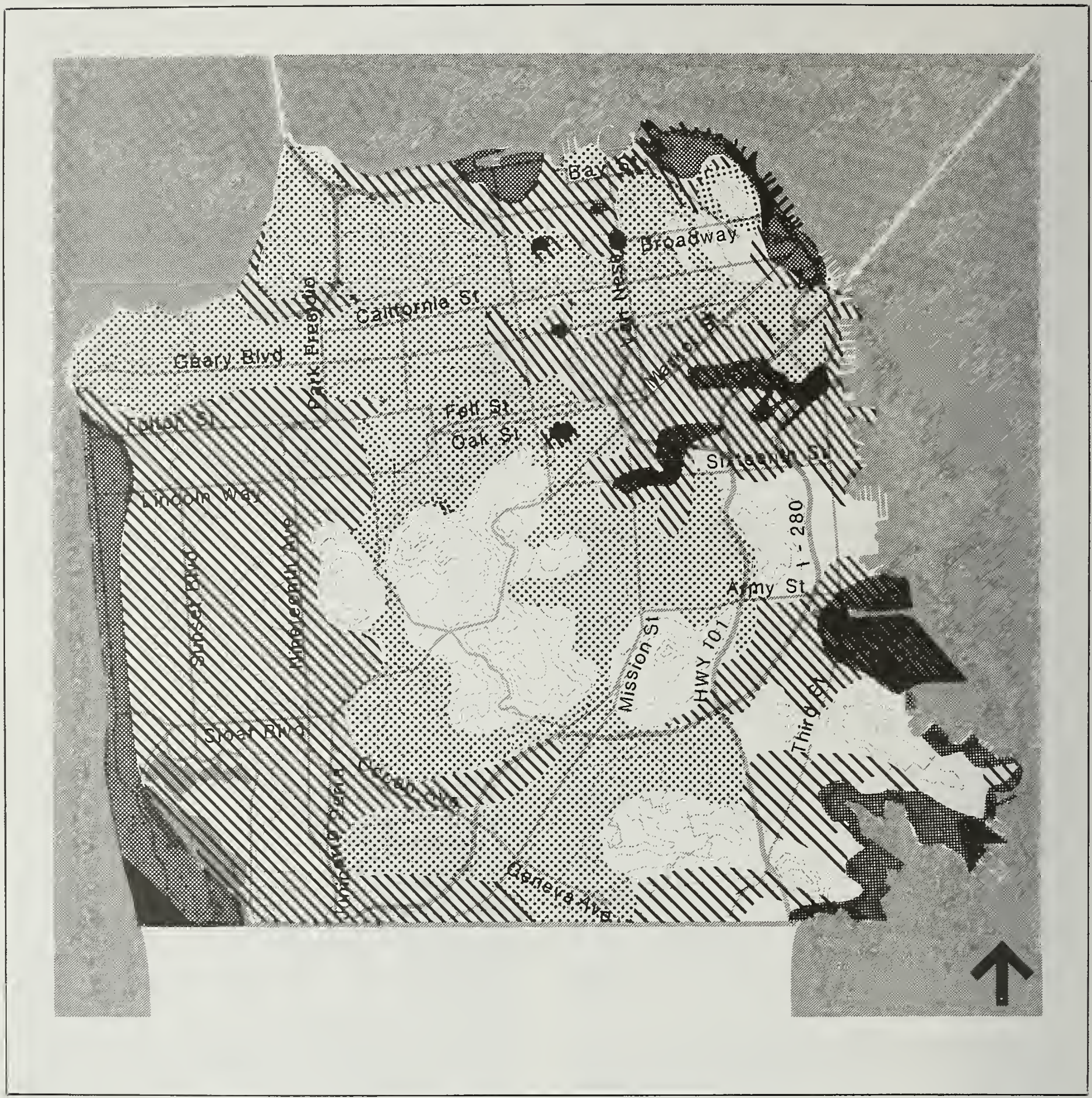
Although tsunamis have been unknown in San Francisco in recent time, an understanding of their general properties should be part of any disaster-preparedness scheme. The tsunami map indicates inundation areas from a 20-foot run-up, or wave height, the maximum probable tsunami at the Golden Gate. The maximum recorded run-up at the Golden Gate is 7.5 feet, which followed the 1964 Alaskan earthquake.

Structural Investigation

To determine where hazards from structures might exist, an extensive evaluation of the structures existing in San Francisco in 1973 has been made. The major thrust of the study is an estimate of areas of potential damage in



POTENTIAL TSUNAMI INUNDATION AREAS:
Due to 20 foot Tsunami at the Golden Gate


Bay St
Broadway
California St
Geary Blvd
Park Presidio
Van Ness
Market St
Fulton St
Fell St
Oak St
Sixteenth St
Lincoln Way
I - 280
Army St
Sunset Blvd
Nineteenth Ave
Mission St
HWY 101
Third St
Sloat Blvd
Ocean Ave
Junipero Serra
Geneva Ave

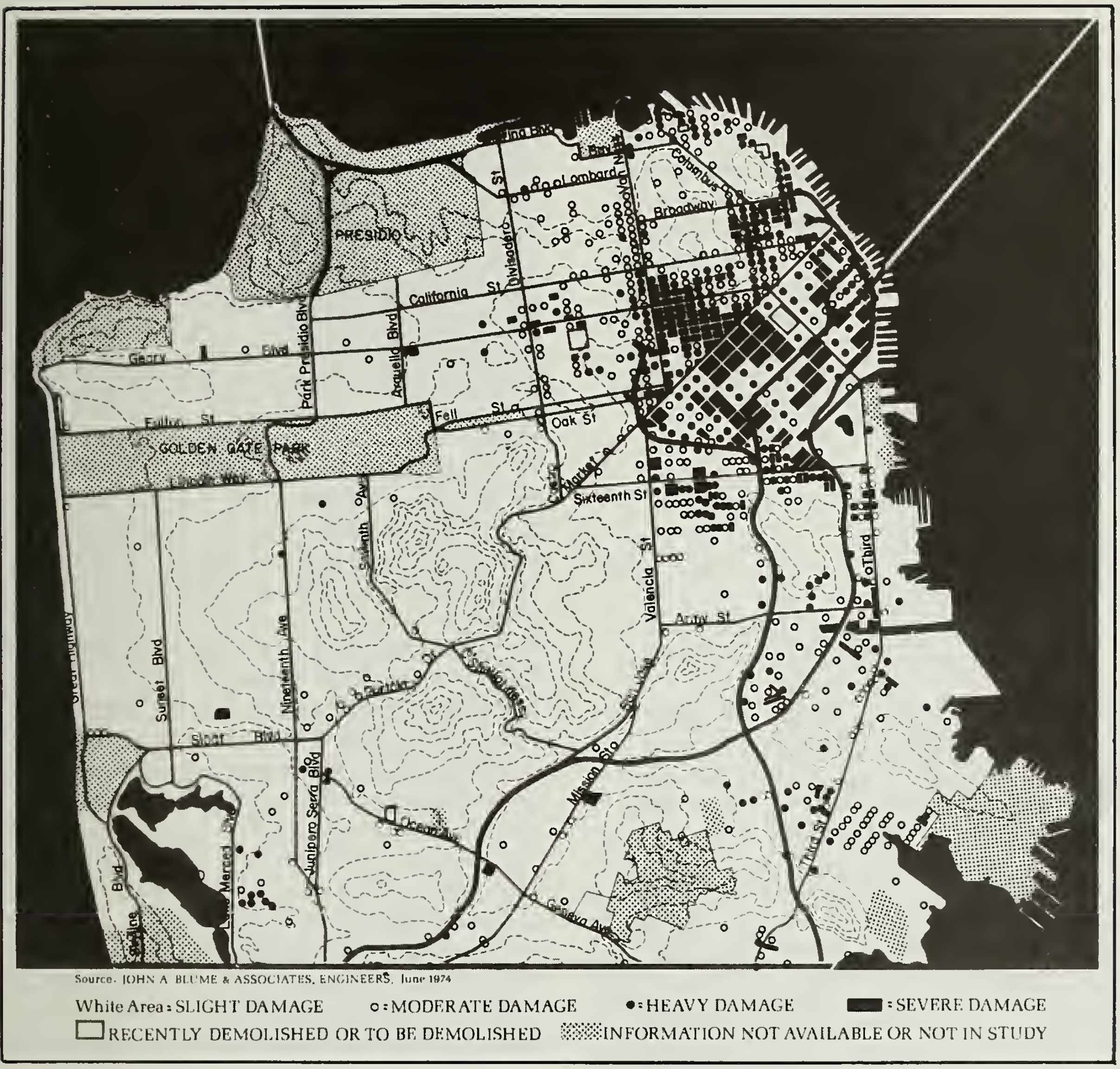
Source: John A. Blume & Associates, Engineers, June 1974

Map 1

ESTIMATED INTENSITY OF FUTURE GROUND SHAKING

White Area: Weak

░ Strong ▧ Very Strong ▒ Violent ▓ Very Violent


Marina Blvd
Bay
Lombard
Columbus
Broadway
PRESIDIO
California St
Geary Blvd
Park Presidio Blvd
Arguello Blvd
Divisadero St
Van Ness
Fulton St
Fell St
Oak St
GOLDEN GATE PARK
Lincoln Way
Market
Sixteenth St
Valencia St
Army St
Third
Great Highway
Sunset Blvd
Nineteenth Ave
Sloat Blvd
Junipero Serra Blvd
Lake Merced
Skyline Blvd
Mission
Ocean Ave
Geneva Ave
Third St

Source: JOHN A. BLUME & ASSOCIATES, ENGINEERS, June 1974

White Area : SLIGHT DAMAGE ○ : MODERATE DAMAGE ● : HEAVY DAMAGE ■ : SEVERE DAMAGE

☐ RECENTLY DEMOLISHED OR TO BE DEMOLISHED ▨ INFORMATION NOT AVAILABLE OR NOT IN STUDY

ESTIMATED BUILDING DAMAGE LEVELS FOR A "1906-TYPE" EARTHQUAKE

↑

Map 2

San Francisco that could result from a repetition of the 1906 earthquake, which originated on the San Andreas Fault and had a magnitude of 8.3 on the Richter Scale. In no case should damage intensity levels indicated on the map be applied to individual buildings; no specific analysis of any building was conducted for this evaluation. The building data used are those obtained from the Assessor's records and the damage is estimated by approximate, statistically based methods. For these reasons, damage estimated for individual buildings could vary greatly from that shown for a whole block and such estimates cannot be made from this map. The data, however, for larger areas, and for average statistical purposes, are meaningful for overall planning.

OBJECTIVES AND POLICIES

LIFE SAFETY

OBJECTIVE 1

REDUCE HAZARDS TO LIFE SAFETY, MINIMIZE PROPERTY DAMAGE AND ECONOMIC DISLOCATIONS RESULTING FROM FUTURE EARTHQUAKES.

San Francisco is surrounded by major active faults. Future earthquakes capable of producing great damage and disaster are inevitable. In the broadest sense, the works of man are the principal earthquake hazards. Damage to structures subjected to ground shaking caused by earthquakes will present hazards to life safety and the economic well-being of the community.

Much is known about the resistance of structures to damage, and the ways to minimize damage, of various types of structures subject to earthshake forces. Existing technology is such that structures can be designed that are very resistant to damage from earthquake forces and will remain both structurally and operationally sound following an earthquake.

Many existing structures in San Francisco may suffer considerable damage from a major earthquake; others may suffer little or no structural damage but could be functionally inoperative. The possibility of general structure failure presents great hazard to life safety, and the operational failure of structures such as hospitals or emergency operations facilities poses an even greater degree of hazard to the community at large.

It is not possible to prevent, control, or accurately predict the time of occurrence of earthquakes. It is, therefore, important to minimize hazards to life safety and property damage in existing and new structures relative to the degree of hazard present and their importance to the well-being of the community.

POLICY 1

Apply a minimum level of acceptable risk to structures and uses of land based upon the nature of use, importance of the use to public safety and welfare, and density of occupancy.

It is not possible to eliminate all risks to life or property from earthquake-caused damage in areas of high seismic activity. Stringent construction standards could be applied to achieve a very low level of risk; however, these could result in unbearably high social or economic costs to the community.

The application of performance standards related to the type of risk can result in a level of minimum risk appropriate to the use of each structure being considered. There has already been a public determination of a level of acceptable risk for schools and hospitals. This concept should be expanded to apply to all structures.

The determination of a level of acceptable risk should be based upon the importance of a structure to the general welfare of the community (such as hospitals), the hazard

a particular use may present to the larger community (the storage of volatile goods), the intensity of use, or the density of occupancy (such as theaters, schools, and office buildings or apartments); and whether exposure to risk is a voluntary or involuntary action (as in stores, convalescent hospitals, jails). The acceptable level of risk for each type of structure must ultimately be determined by the cost the community is willing or able to expend.

Public codes, especially the City Planning Code and the Building Code, regulate land uses and set minimum standards for construction of buildings and other structures. These codes are for the purpose of providing for the general public health, safety and welfare. Amendments, where necessary, should be made to these regulatory codes to incorporate requirements needed to effect levels of acceptable risk for all structures and uses. When feasible these amendments should be retroactive to serve as the basis for hazard abatement programs, especially for critical community facilities.

The following three classifications of criteria should be used to determine standards to achieve the minimum level of acceptable risk for all structures:

Risk Level 1

- No structural collapse should occur.
- Damage may occur to interior or exterior finishes, mechanical systems, or to contents of structure.
- Applies generally to low-density, voluntary occupancy structures of wood-frame, Type 5, construction for which there is no critical community need:

  Single-family homes
  Two-family homes
  Apartment buildings
  Warehouses
  Store
  Industrial buildings

Risk Level 2

- No structural collapse or mechanical failure should occur that could cause loss of life.
- Mechanical systems may fail to operate but failure of mechanical or architectural elements such as light fixtures, pipes or ducts, suspended ceilings, or elevators should not cause loss of life.
- Failure of mechanical systems should be limited to that which can be quickly repaired with minimal outside assistance.
- Damage may occur to interior or exterior finishes or to contents of structures.
- No damage that would preclude rapid restoration to operational capability should occur.
- Applies generally to structures of medium-to-high-density occupancy and structures whose use following a disaster might be desirable but not critical:

  Large stores
  Theatres and other places of public
  Assembly
  Office buildings
  Large apartment buildings or complexes
  Large hotels
  Police stations
  Schools
  Jails and detention centers
  Dormitories
  Convalescent hospitals

Risk Level 3

- No structural or mechanical failure.
- Little or no damage to interior furnishings and equipment.
- Must be fully operational immediately following a major earthquake.
- Applies generally to all structures which are critical community facilities, or whose failure would present great hazards to the community:

  Emergency operations facilities
  Emergency Operations Center
  Central Radio Station
  Central Fire Alarm Station
  Police Dispatch Headquarters
  Hospitals
  Water reservoirs
  Gas or oil storage tanks
  Bridges
  Public records storage structures

POLICY 2

Initiate orderly abatement of hazards from existing buildings and structures.

Existing hazardous buildings and structures represent a threat to the lives and safety of the community that should not be continued. Actions should be taken to identify these structures, and abatement of the hazards should commence at the earliest possible time. Priority for identification and abatement of hazards should be given to: (1) areas hazardous Pre-Code, Type C buildings; (2) areas with high population densities, and (3) those structures for which there is a critical community need.

POLICY 3

Abate existing hazards in all critical community facilities; where it is not feasible to abate hazards to existing facilities in special geologic study areas, move them to new safer locations; limit location of new facilities to sites outside special geologic study areas unless no viable alternative exists.

Special attention should also be given to the critical facilities that are presently located in areas of potential ground movement or inundation hazard. If compensation cannot be made to assure their function, consistent with their community importance, they should be moved to new, safer locations.

Sites for new critical community facilities should be very carefully selected. The site selection process should seek to minimize hazards to the operation of the facility and the costs that are required for proper construction. To achieve this, priority for selection of sites should be given to locations outside of Special Geologic Study Areas. If sites within the special study areas would be especially advantageous, special engineering design should be included to assure that identified risks have been ameliorated.

POLICY 4

Require geologic or soil engineering site investigations, and compensating structural design based on findings, for all new structures in special geologic study areas.

The Special Geologic Study Areas include all areas of San Francisco in which one or more potential geologic hazards exist. Potential land movement hazards, potential inundation hazards, or both, may be present for any site within these areas. Special site investigations should be required in these potential hazard areas to determine the actual hazard, if any, for all proposed new development. Based upon the finding of the site investigation and determination of type and degree of hazard present, appropriate engineering design should be required to ameliorate the hazard. If proper engineering design is not technically or economically feasible, development of the site should not be permitted.

Increased concentrations of people in areas of potential geologic hazards increases the possibility of injury or loss of life. Special evaluations must be made to determine the appropriateness for expansion of existing uses in the Special Geologic Study Areas. Only if determination is made that adequate safety, consistent with the levels of acceptable risk, can be assured should expansion be allowed.

POLICY 5

Modify permitted land uses and types of structures, where appropriate, according to geologic factors and consistent with the levels of acceptable risk.

Thorough integration of geologic factors in regulation of land and structures should be made to further protect life and property and assure the most positive relationship of geologic environment and the type and uses of structures.

POLICY 6

Review and amend at regular intervals all relevant public codes to incorporate the most current knowledge and highest standards of seismic design.

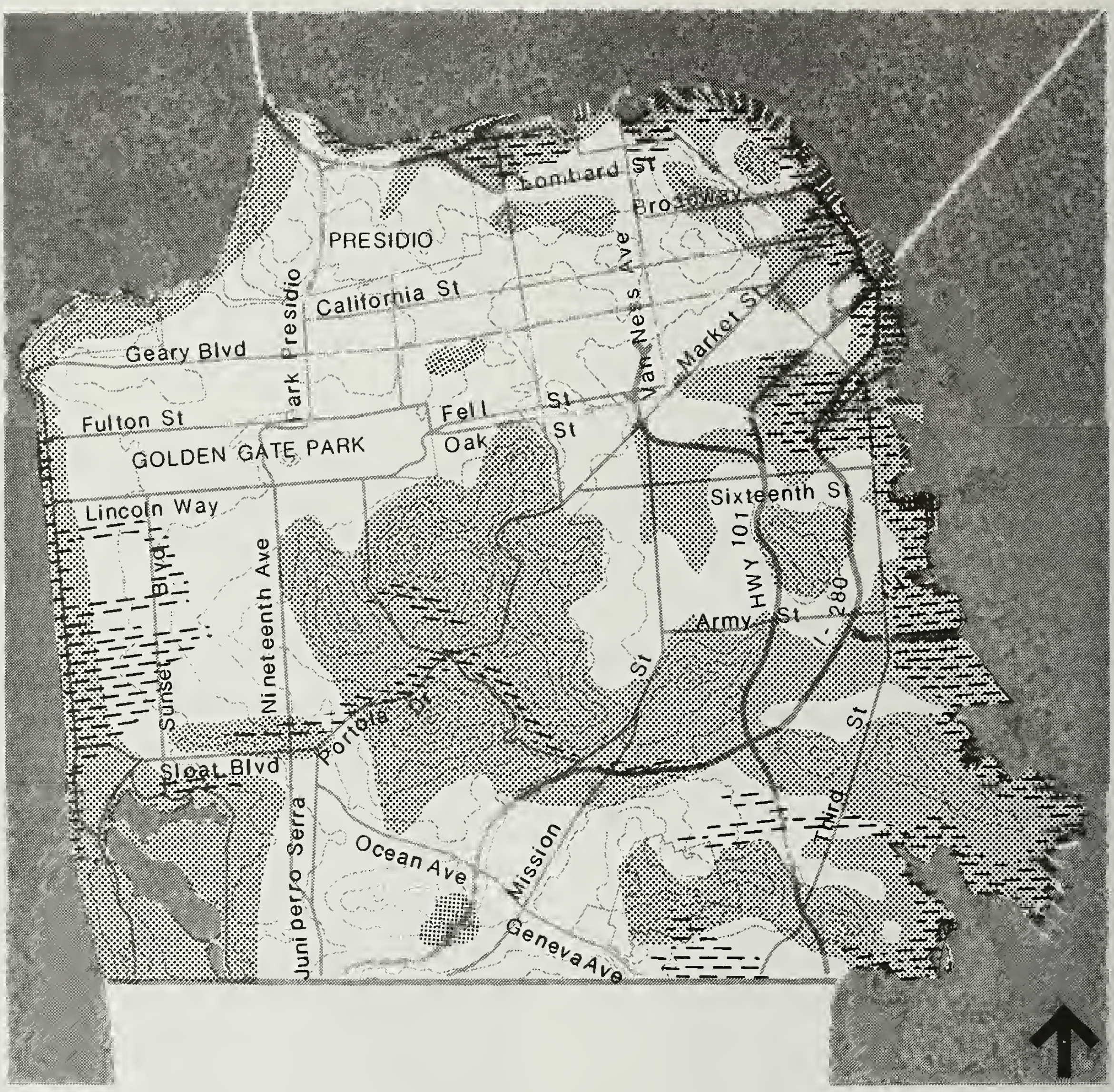
It is essential to the public safety and welfare that codes regulating the construction of buildings and structures incorporate the latest knowledge and standards for seismic design. As practical application of this knowledge becomes possible it should be incorporated in appropriate codes. In particular, action should be taken to amend codes relative to improved standards for design of lifeline systems, impact of geologic environments on land uses, and inclusion of anticipated ground shaking factors in standards for engineering design of buildings and structures.

POLICY 7

Support seismic research through appropriate actions by all public agencies.

Understanding of earth movement forces, and in turn the ways they affect the design of structures, provides the means for improved standards to better assure the public safety. For this reason the public interest is served through continuing and expanded research programs.

Public agencies should support existing seismic research programs and encourage new programs by appropriate actions in their area of responsibility. Particular efforts should be made to assure the completion and continued maintenance of the strong-motion instrumentation program in San Francisco.


PRESIDIO
Lombard St
Broadway
California St
Geary Blvd
Park Presidio
Van Ness Ave
Market St
Fulton St
Fell St
Oak St
GOLDEN GATE PARK
Lincoln Way
Sixteenth St
Sunset Blvd
Nineteenth Ave
HWY 101
I - 280
Army St
St
Portola Dr
Sloat Blvd
Third St
Junipero Serra
Ocean Ave
Mission
Geneva Ave

SPECIAL GEOLOGIC STUDY AREAS

Map 3

▒ Potential Ground Failure Hazards

▤ Potential Inundation Hazards

▦ Potential For Both Ground Failure And Inundation Hazards

PRESERVATION

OBJECTIVE 2

PRESERVE, CONSISTENT WITH LIFE SAFETY CONSIDERATIONS, THE ARCHITECTURAL CHARACTER OF BUILDINGS AND STRUCTURES IMPORTANT TO THE UNIQUE VISUAL IMAGE OF SAN FRANCISCO.

The qualities that make San Francisco a special and unique city are many. One of those very important qualities is the style and design characteristics of the city's older buildings. Some of these date from the 1800's but most were built in the early 1900's. These buildings and structures, by present standards and knowledge of structural design, may present hazards to those who occupy them. It is important to eliminate life safety hazards that may be present in these older buildings, and it is equally important to retain those features of the design that significantly contribute to the special character of San Francisco.

POLICY 1

Preserve the architectural design character of buildings and structures subject to requirements for abatement of hazards to life safety.

The abatement of hazards to life safety will affect, primarily, the older structures in the city. Often the hazards presented by the structures are from those architectural design elements — parapets, cornices, and other ornamentation — that give each their own special character. In cases where remedial work is required to abate hazards from structures important to the character of San Francisco, every effort should be made by the owner and the City to assure the preservation of the architectural design of the structure. This should be accomplished through reinforcing, replacing or redesigning in similar architectural style, those building elements which present a life safety hazard.

EMERGENCY OPERATIONS

OBJECTIVE 3

ENSURE THE PROTECTION OF LIFE AND PROPERTY FROM THE EFFECTS OF FIRE OR NATURAL DISASTER THROUGH ADEQUATE EMERGENCY OPERATIONS PREPARATION.

Emergency operations planning and preparation are essentially preventive activities. The goals are saving lives, caring for the injured and re-establishing services that are essential to meet the immediate needs of the community. Although all critical emergency operations activities take place in the hours immediately after a disaster, the quality or success of these activities will be decided by the adequacy of pre-disaster planning and preparation.

POLICY 1

Maintain a local agency for the provision of emergency services to meet the needs of San Francisco.

The key to effective organization for response to a natural disaster or any other emergency is the ability to accelerate and reinforce existing, practiced governmental functions. Effective emergency operations can take place only through coordination by a permanent public emergency services agency.

Emergency operations activities in San Francisco are the responsibility of the Mayor's Office of Emergency Services. This agency should be maintained and its capability expanded, as needed to continue coordination of all emergency operations plans and activities. To assure adequate preparedness and operation capability, the agency should conduct, on a regular basis, all needed test exercises of the City's emergency preparations network — emergency medical relief, emergency supply distribution, emergency communications capability, and other services. The exercises should be conducted at the operational levels.

POLICY 2

Develop and maintain viable, up-to-date inhouse emergency operations plans, with necessary equipment, for operational capability of all emergency service agencies and departments.

Agency and departmental emergency operations plans and standard operating procedures are an essential element of an adequate municipal emergency operations system. These plans designate who is to perform specific actions; without them there can be little or no operational capability. The preparation of these plans should be the responsibility of the individual department or agency. To assist them the San Francisco Office of Emergency Services should develop criteria and guidelines for the preparation of the plans.

POLICY 3

Maintain and expand agreements for emergency assistance from other jurisdictions to ensure adequate aid in time of need.

San Francisco is able to receive assistance from other political jurisdictions after a disaster through its participation in the State Mutual Aid program, whereby each local jurisdiction relies first on its own resources; then, in accordance with prior formal agreements, calls for help from higher political jurisdictions as needed.

Mutual Aid should, and legally can, be expanded to include agreements regarding the sharing of personnel, such as the staffs of other public works departments, as well as equipment.

Mutual Aid assistance programs should be continued, and where appropriate, expanded; and the necessary actions, to the point of State or local legislation, should be taken to assure this.

POLICY 4

Establish and maintain an adequate Emergency Operations Center.

An Emergency Operations Center (EOC) is the central protected facility to be used as a working base for directing and controlling emergency operations following a disaster. It should be a multi-purpose facility which houses the normal, day-to-day emergency services of

ILE EMERGENCY COMMUNICATIONS CENTER
MERGENCY SERVICES of SAN FRANCISCO

the city — police communications, fire alarm dispatch center, ambulance dispatch center and others — and should be capable of being easily up-staffed in the event of a major disaster. It is the most important emergency operations facility.

POLICY 5

Maintain and expand the city's fire prevention and fire-fighting capability.

San Francisco insures fire safety and is protected from conflagration by City Charter provisions, Building Code provisions, Fire Code provisions and standard City operating policies.

The water supply capability for fire-fighting relies on two separate systems: the Auxiliary Water Supply System (AWSS) and the domestic water supply system. The AWSS, a high-pressure network, is the primary fire protection water supply system for downtown San Francisco. Expansion of a single line of the system through the western, southern and eastern districts of the city, to create "fire break" capability in the event of a major conflagration, should be undertaken as rapidly as possible.

The domestic water supply system is used for fighting fires in all areas of the city not covered by the AWSS. Any expansion of the domestic water supply system should conform to the most advanced standards for seismic construction; and any opportunity for replacement of the order parts of the system should be taken.

The key to adequate water supply systems, and fire safety programs such as fire inspection, is regular on-going funding for equipment and program maintenance. Funding for new equipment, fire houses and other capital expenses has consistently been provided in San Francisco; adequate funding should also be provided to assure high levels of maintenance for facilities and equipment and for fire prevention programs.

POLICY 6

Establish a system of emergency access routes for both emergency operations and evacuation.

If a major earthquake were to occur, debris from damaged buildings and other structures would clutter, and in many cases block, principal transportation routes. This is especially likely to happen in the Market - Van Ness - San Francisco Bay triangle area and south of Market Street. Routes made impassable by debris would limit access to key emergency operations facilities and sites, and would impair fire and rescue operations.

Primary and alternate emergency routes should be designated; selection criteria should include topography, geologic hazards, street widths, population density and potential inundation areas. These emergency routes should serve both emergency access needs and the need for evacuation of areas subject to possible inundation from tsunami or reservoir failure. The routes to critical emergency facilities and sites will frequently differ from the routes which evacuate residents from a hazard area; thus the criteria for establishing these routes may also differ.

POLICY 7

Provide continuing public education regarding emergency procedures.

A comprehensive public education program regarding earthquakes and other natural hazards should be developed. It should provide information about the nature of earthquakes, about the many relatively simple and inexpensive precautions that can be taken before an earthquake to minimize individual injury and property damage, and about the kind of actions to take during and immediately after an earthquake to increase personal safety. Publicity through the media is important and continuing education and instruction should be undertaken through the public schools, Red Cross courses for adults, and programs with community groups and organizations.

RECONSTRUCTION

OBJECTIVE 4

ASSURE THE SOUND AND RATIONAL RECONSTRUCTION OF SAN FRANCISCO FOLLOWING A MAJOR DISASTER.

A major disaster resulting in extensive destruction of many parts of the city will result in a public and private commitment to rebuild San Francisco. It will be desired to rebuild as rapidly as possible; this in turn is likely to lead to overwhelming pressure to overlook established development objectives and procedures.

On a continuing basis public regulations and policies have been instituted to further the development of San Francisco in a sound and rational manner. In rebuilding it is imperative that established life safety procedures be observed, and that reconstruction of the destroyed areas takes full advantage of the opportunity to effect improvements to the city. Proper planning prior to a disaster can assure the sound and rational reconstruction of San Francisco.

POLICY 1

Maintain the sound and rational development of San Francisco, following a major disaster, by rebuilding in accordance with established Master Plan objectives and policies, appropriate city codes, and other community concerns and needs.

The Master Plan and numerous City codes have been adopted to assure the preservation and enhancement and the safety of this very desirable urban environment. Following a major disaster the normal functioning of the city will be disrupted. In the efforts to restore the city, all existing development policies and regulations must be enforced. The existing policies, regulations and procedures should not be lessened or circumvented in any manner as the result of pressures for rapid reconstruction.

In those areas that will be reconstructed, the opportunity should be taken to realize the objectives and policies of the Master Plan. Particular opportunities may exist for residential and multiple use development; for needed changes or modification to transit and trafficways systems; and provision of much needed public and private open space.

POLICY 2

Adopt contingency legislation to provide for anticipated needs following a disaster and to reduce pressures for unnecessarily rapid reconstruction.

New legislation will be required to meet the special needs of the City during the reconstruction period. Although it is essential that existing processes be observed during reconstruction, many special services and facilities will be needed on a short-term basis. Particular consideration should be given to legislation related to: provisions for temporary housing, commercial and community facilities needs; appropriate amendments to the Planning Code, especially to limit reconstruction of non-conforming uses; establishment of priorities for the use of limited resources such as building materials and labor; and assurance of adequate staffing of City agencies to provide for community needs during reconstruction. Automatic expiration dates should be considered for all legislation enacted in response to reconstruction needs.

POLICY 3

Create a Reconstruction Planning Committee to insure that development following a major disaster takes place in a timely fashion according to established objectives and procedures.

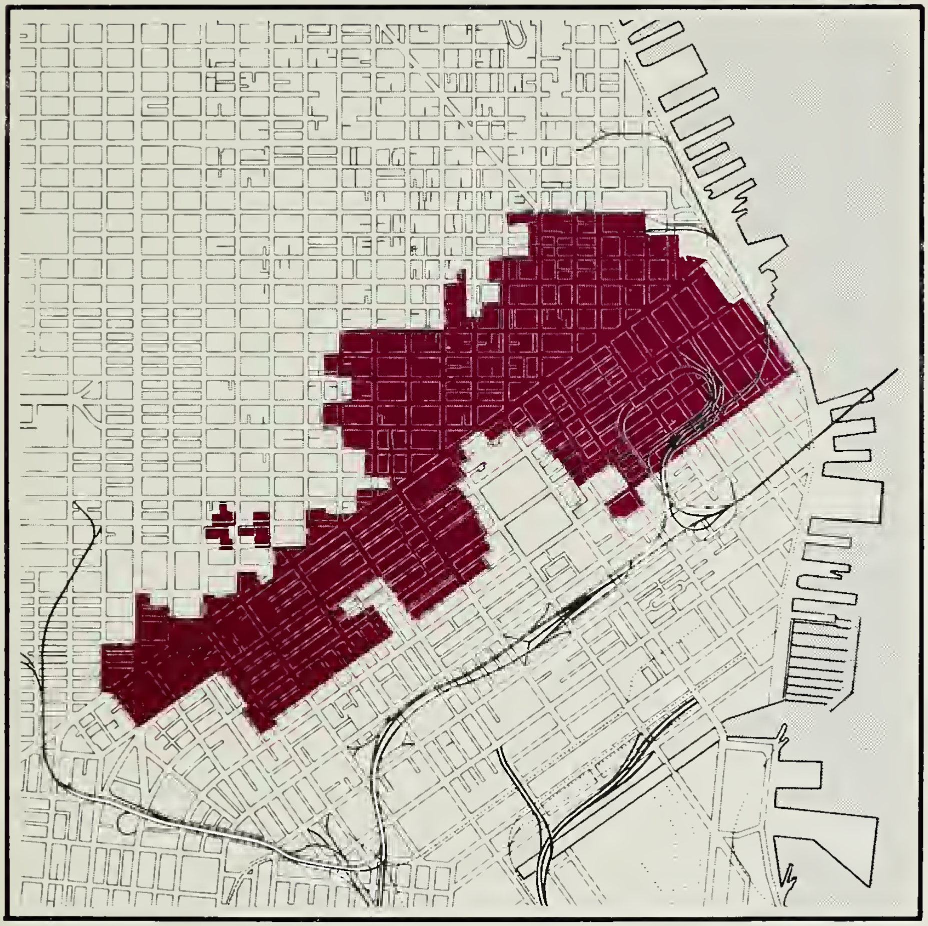
In order to minimize disruption to City functions, assure viable direction and coordination of reconstruction and in general expedite the sound and rational reconstruction of San Francisco, an Advisory Reconstruction Planning Committee should be appointed. The charge of the Committee would be to formulate strategies and make recommendations for actions that should be taken in advance of and following a major disaster to appropriately guide reconstruction efforts. The Committee should be established at the earliest feasible time through joint action by the Mayor and the Board of Supervisors. The Department of City Planning should be responsible for the coordination of the work undertaken by the committee.

Appointments to the Committee should include, but should not be limited to, representatives of: the Mayor's Office; Board of Supervisors; Department of City Planning; Department of Public Works; Office of Emergency Services; Federal, State and local governmental and private organizations providing (1) financial assistance, (2) medical, housing, and social services, and (3) transportation and transit services; public utilities; labor; business and finance; and the construction industry.

II AREA PLANS

DOWNTOWN

DOWNTOWN



DOWNTOWN

DOWNTOWN

AN AREA PLAN OF THE MASTER PLAN OF THE CITY AND COUNTY OF SAN FRANCISCO

SAN FRANCISCO
MASTER PLAN

DOWNTOWN

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

SPACE FOR COMMERCE

OBJECTIVE 1

MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.

POLICY 1

Encourage development which produces substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences which cannot be mitigated.

OBJECTIVE 2

MAINTAIN AND IMPROVE SAN FRANCISCO'S POSITION AS A PRIME LOCATION FOR FINANCIAL, ADMINISTRATIVE, CORPORATE, AND PROFESSIONAL ACTIVITY.

POLICY 1

Encourage prime downtown office activities to grow as long as undesirable consequences of such growth can be controlled.

POLICY 2

Guide location of office development to maintain a compact downtown core and minimize displacement of other uses.

OBJECTIVE 3

IMPROVE DOWNTOWN SAN FRANCISCO's POSITION AS THE REGION'S PRIME LOCATION FOR SPECIALIZED RETAIL TRADE.

POLICY 1

Maintain high quality, specialty retail shopping facilities in the retail core.

POLICY 2

Encourage the retail businesses which serve the shopping needs of less affluent downtown workers and local residents.

POLICY 3

Preserve retail service businesses in upper floor offices in the retail district.

POLICY 4

Limit the amount of downtown retail space outside the retail district to avoid detracting from its economic vitality.

POLICY 5

Meet the convenience needs of daytime downtown workers.

OBJECTIVE 4

ENHANCE SAN FRANCISCO'S ROLE AS A TOURIST AND VISITOR CENTER.

POLICY 1

Guide the location of new hotels to minimize their adverse impacts on circulation, existing uses, and scale of development.

OBJECTIVE 5

RETAIN A DIVERSE BASE OF SUPPORT COMMERCIAL ACTIVITY IN AND NEAR DOWNTOWN.

POLICY 1

Provide space for support commercial activities within the downtown and in adjacent areas.

OBJECTIVE 6

WITHIN ACCEPTABLE LEVELS OF DENSITY, PROVIDE SPACE FOR FUTURE OFFICE, RETAIL, HOTEL, SERVICE AND RELATED USES IN DOWNTOWN SAN FRANCISCO.

POLICY 1

Adopt a downtown land use and density plan which establishes subareas of downtown with individualized controls to guide the density and location of permitted land use.

SPACE FOR HOUSING

OBJECTIVE 7

EXPAND THE SUPPLY OF HOUSING IN AND ADJACENT TO DOWNTOWN.

POLICY 1

Promote the inclusion of housing in downtown commercial developments.

POLICY 2

Facilitate conversion of underused industrial and commercial areas to residential use.

OBJECTIVE 8

PROTECT RESIDENTIAL USES IN AND ADJACENT TO DOWNTOWN FROM ENCROACHMENT BY COMMERCIAL USES.

POLICY 1

Restrict the demolition and conversion of housing in commercial areas.

POLICY 2

Preserve existing residential hotels.

OPEN SPACE

OBJECTIVE 9

PROVIDE QUALITY OPEN SPACE IN SUFFICIENT QUANTITY AND VARIETY TO MEET THE NEEDS OF DOWNTOWN WORKERS, RESIDENTS, AND VISITORS.

POLICY 1

Require usable indoor and outdoor open space, accessible to the public, as part of new downtown development.

POLICY 2

Provide different kinds of open space downtown.

POLICY 3

Give priority to development of two categories of highly valued open space; sunlit plazas and parks.

POLICY 4

Provide a variety of seating arrangements in open spaces throughout downtown.

POLICY 5

Improve the usefulness of publicly owned rights-of-way as open space.

OBJECTIVE 10

ASSURE THAT OPEN SPACES ARE ACCESSIBLE AND USABLE.

POLICY 1

Develop an open space system that gives every person living and working downtown access to a sizable sunlit open space within convenient walking distance.

POLICY 2

Encourage the creation of new open spaces that become a part of an interconnected pedestrian network.

POLICY 3

Keep open space facilities available to the public.

POLICY 4

Provide open space that is clearly visible and easily reached from the street or pedestrian way.

POLICY 5

Address the need for human comfort in the design of open spaces by minimizing wind and maximizing sunshine.

OBJECTIVE 11

PROVIDE CONTRAST AND FORM BY CONSCIOUSLY TREATING OPEN SPACE AS A COUNTERPOINT TO THE BUILT ENVIRONMENT.

POLICY 1

Place and arrange open space to complement and structure the urban form by creating distinct openings in the otherwise dominant streetwall form of downtown.

POLICY 2

Introduce elements of the natural environment in open space to contrast with the built-up environment.

PRESERVING THE PAST

OBJECTIVE 12

CONSERVE RESOURCES THAT PROVIDE CONTINUITY WITH SAN FRANCISCO'S PAST.

POLICY 1

Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

POLICY 2

Use care in remodeling significant older buildings to enhance rather than weaken their original character.

POLICY 3

Design new buildings to respect the character of older development nearby.

URBAN FORM

Height and Bulk

OBJECTIVE 13

CREATE AN URBAN FORM FOR DOWNTOWN THAT ENHANCES SAN FRANCISCO'S STATURE AS ONE OF THE WORLD'S MOST VISUALLY ATTRACTIVE CITIES.

POLICY 1

Relate the height of buildings to important attributes of the city pattern and to the height and character of existing and proposed development.

POLICY 2

Foster sculpturing of building form to create less overpowering buildings and more interesting building tops, particularly the tops of towers.

POLICY 3

Create visually interesting terminations to building towers.

POLICY 4

Maintain separation between buildings to preserve light and air and prevent excessive bulk.

Sunlight and Wind

OBJECTIVE 14

CREATE AND MAINTAIN A COMFORTABLE PEDESTRIAN ENVIRONMENT.

POLICY 1

Promote building forms that will maximize the sun access to open spaces and other public areas.

POLICY 2

Promote building forms that will minimize the creation of surface winds near the base of buildings.

Building Appearance

OBJECTIVE 15

TO CREATE A BUILDING FORM THAT IS VISUALLY INTERESTING AND HARMONIZES WITH SURROUNDING BUILDINGS.

POLICY 1

Ensure that new facades relate harmoniously with nearby facade patterns.

POLICY 2

Assure that new buildings contribute to the visual unity of the city.

POLICY 3

Encourage more variation in building facades and greater harmony with older buildings through use of architectural embellishments and bay or recessed windows.

Streetscape

OBJECTIVE 16

CREATE AND MAINTAIN ATTRACTIVE, INTERESTING URBAN STREETSCAPES

POLICY 1

Conserve the traditional street to building relationship that characterizes downtown San Francisco.

POLICY 2

Provide setbacks above a building base to maintain the continuity of the predominant streetwalls along the street.

POLICY 3

Maintain and enhance the traditional downtown street pattern of projecting cornices on smaller buildings and projecting belt courses on taller buildings.

POLICY 4

Use designs and materials and include activities at the ground floor to create pedestrian interest.

POLICY 5

Encourage the incorporation of publicly visible art works in new private development and in various public spaces downtown.

MOVING ABOUT

MOVING TO AND FROM DOWNTOWN

OBJECTIVE 17

DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM DOWNTOWN.

POLICY 1

Build and maintain rapid transit lines from downtown to all suburban corridors and major centers of activity in San Francisco.

POLICY 2

Expand existing non-rail transit service to downtown.

POLICY 3

Establish exclusive transit lanes on bridges, freeways and city streets where significant transit service exists.

POLICY 4

Coordinate regional and local transportation systems and provide for interline transit transfers.

POLICY 5

Provide for commuter bus loading at off-street terminals and at special curbside loading areas at non-congested locations.

POLICY 6

Make convenient transfers possible by establishing common or closely located terminals for local and regional transit systems.

POLICY 7

Continue ferries and other forms of water-based transportation as an alternative method of travel between San Francisco and the north bay.

OBJECTIVE 18

ENSURE THAT THE NUMBER OF AUTO TRIPS TO AND FROM DOWNTOWN WILL NOT BE DETRIMENTAL TO THE GROWTH OR AMENITY OF DOWNTOWN.

POLICY 1

Do not increase (and where possible reduce) the existing automobile capacity of the bridges, highways and freeways entering the city.

POLICY 2

Provide incentives for the use of transit, carpools and vanpools, and reduce the need for new or expanded automobile parking facilities.

POLICY 3

Discourage new long-term commuter parking spaces in and around downtown. Limit long-term parking spaces serving downtown to the number that already exists.

POLICY 4

Locate any new long-term parking structures in areas peripheral to downtown. Any new peripheral parking structures should: be concentrated to make transit service efficient and convenient; be connected to transit shuttle service to downtown; provide preferred space and rates for van and car pool vehicles.

POLICY 5

Discourage proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished.

OBJECTIVE 19

PROVIDE FOR SAFE AND CONVENIENT BICYCLE USE AS A MEANS OF TRANSPORTATION.

POLICY 1

Include facilities for bicycle users in governmental, commercial, and residential developments.

POLICY 2

Accommodate bicycles on regional transit facilities and important regional transportation links.

POLICY 3

Provide adequate and secure bicycle parking at transit terminals.

MOVING AROUND DOWNTOWN

OBJECTIVE 20

PROVIDE FOR THE EFFICIENT, CONVENIENT AND COMFORTABLE MOVEMENT OF PEOPLE AND GOODS, TRANSIT VEHICLES AND AUTOMOBILES WITHIN THE DOWNTOWN.

POLICY 1

Develop the downtown core as an automobile control area.

POLICY 2

Organize and control traffic circulation to reduce congestion in the core caused by through traffic and to channel vehicles into peripheral parking facilities.

POLICY 3

Locate drive-in, automobile-oriented, quick-stop and other auto-oriented uses on sites outside the office retail, and general commercial districts of downtown.

POLICY 4

Improve speed of transit travel and service by giving priority to transit vehicles where conflicts with auto traffic occur, and by establishing a transit preferential streets system.

POLICY 5

Develop shuttle transit systems to supplement trunk lines for travel within the greater downtown area.

POLICY 6

Maintain a taxi service adequate to meet the needs of the city and to keep far as reasonable.

POLICY 7

Encourage short-term use of existing parking spaces within and adjacent to the downtown core by converting all-day commuter parking to short-term parking in areas of high demand. Provide needed additional short-term parking structures in peripheral locations around but not within the downtown core, preferably in the short-term parking belt.

POLICY 8

Make existing and new accessory parking available to the general public for evening and weekend use.

OBJECTIVE 21

IMPROVE FACILITIES FOR FREIGHT DELIVERIES AND BUSINESS SERVICES.

POLICY 1

Provide off-street facilities for freight loading and service vehicles on the site of new buildings sufficient to meet the demands generated by the intended uses. Seek opportunities to create new existing buildings.

POLICY 2

Discourage access to off-street freight loading and service vehicle facilities from transit preferential streets, or pedestrian-oriented streets and alleys.

POLICY 3

Encourage consolidation of freight deliveries and night-time deliveries to produce greater efficiency and reduce congestion.

POLICY 4

Provide limited loading spaces on street to meet the need for peak period or short-term small deliveries and essential services, and strictly enforce their use.

POLICY 5

Require large new hotels to provide off-street passenger loading and unloading of tour buses.

OBJECTIVE 22

IMPROVE THE DOWNTOWN PEDESTRIAN CIRCULATION SYSTEM, ESPECIALLY WITHIN THE CORE, TO PROVIDE FOR EFFICIENT, COMFORTABLE, AND SAFE MOVEMENT.

POLICY 1

Provide sufficient pedestrian movement space.

POLICY 2

Minimize obstructions to through pedestrian movement on sidewalks in the downtown core.

POLICY 3

Ensure convenient and safe pedestrian crossings.

POLICY 4

Create a pedestrian network in the downtown core area that includes streets devoted to or primarily oriented to pedestrian use.

POLICY 5

Improve the ambience of the pedestrian environment.

SEISMIC SAFETY

OBJECTIVE 23

REDUCE HAZARDS TO LIFE SAFETY AND MINIMIZE PROPERTY DAMAGE AND ECONOMIC DISLOCATION RESULTING FROM FUTURE EARTHQUAKES

POLICY 1

Apply a minimum level of acceptable risk to structures and uses of land based upon the nature of the use, importance of the use to public safety and welfare, and density of occupancy.

POLICY 2

Initiate orderly abatement of hazards from existing buildings and structures, while preserving the architectural design character of important buildings.

POLICY 3

Require geologic or soil engineering site investigation and compensating structural design based on findings for all new structures in special geologic study areas.

POLICY 4

Review and amend at regular intervals all relevant public codes to incorporate the most current knowledge and highest standards of seismic design, and support seismic research through appropriate actions by all public agencies.

DOWNTOWN

INTRODUCTION

This is the area plan for Downtown San Francisco. It contains objectives and policies to guide decisions affecting the downtown area. It also contains some of the background to the objectives and policies and some of the key actions to implement them; they are described more extensively in the separate publication of the Plan.

The Downtown Plan grows out of an awareness of the public concern in recent years over the degree of change occurring downtown — and of the often conflicting civic objectives between fostering a vital economy and retaining the urban patterns and structures which collectively for the physical essence of San Francisco.

The Plan foresees a downtown known the world over as a center of ideas, services and trade and as a place for stimulating experiences. In essence, downtown San Francisco should encompass a compact mix of activities, historical values, and distinctive architecture and urban forms that engender a special excitement reflective of a world city.

SPACE FOR COMMERCE

OBJECTIVES AND POLICIES

OBJECTIVE 1

MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.

POLICY 1

Encourage development which produces substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences which cannot be mitigated.

The Downtown Plan recognizes the need to create jobs, especially for San Franciscans, and to continue San Francisco's role as an international center of commerce and services. New jobs to enhance these city functions, to expand employment opportunities, and to provide added tax resources, make downtown growth at a reasonable scale a desirable course for the city.

Downtown provides the principal source of new jobs for city residents. Currently, 56 percent of the 280,000 existing downtown jobs are held by San Franciscans. New jobs are expected to provide opportunities at all skill and wage levels. A likely distribution of new jobs by occupation is: professional, technical, administrative, managerial, about 50%; clerical, sales, and service, about 40%; crafts, operatives, and other, about 10%. A likely distribution of new jobs by wages and salaries is: less that $15,000, about 25%; $15,000-$24,999 about 34%; $25,000-$49,999 about 30%; and $50,000 and above about 11%.

The City Planning Commission now requires the sponsors of new downtown buildings to notify the city at least six months prior to project completion, of prospective building tenants and job opportunities, particularly entry level positions. This information is used to design and structure job training programs and help direct those seeking employment to job opportunities. These efforts should be intensified with new methods initiated to increase the percentage of new jobs going to San Franciscans.

The focus of the Plan is to allow appropriate growth but to manage vigorously its effects — preventing building where change would diminish the city's character or livability. The maximum potential for growth under the recommended Plan is considerably less than under the current Planning Code. The existing Code permits a level of growth far in excess of what can be realistically expected or, more importantly, what is desirable. Under the Plan's proposals the downtown growth rate for offices is projected to be slowed significantly, from an average of 1.6 million square feet per year to 840 thousand square feet per year.

It is the premise of the Plan that if the transportation and housing policies and targets, its recommendations for the height, bulk, and density of buildings, and open space features are followed, this lower rate of growth projected for the city can continue without adverse consequences. On the other hand, if this Plan or proposals similar in nature or intent are not followed, the growth rate may need to be slowed as a matter of deliberate public policy.

Key sections of the Plan identify what must be done to absorb new job growth in San Francisco, particularly in two critical supporting systems — transportation and housing. The Plan contains these basic targets: an annual average of 1,000 to 1,500 housing units should be built to reduce the effects of increased employment on the housing market. It also indicates that ridesharing must be expanded to a point where the number of persons commuting by auto or van increases from 1.48 to 1.66 persons per vehicles. The use of transit by downtown workers must increase from 60% to 67% of all work trips in order to avoid unacceptable levels of congestion.

The Residence Element of the Master Plan lays out a course by which the housing targets may be achieved. The Moving About Chapter of this Plan lays out a course by which the transportation targets may be achieved. The Transit Development Fee assessing new office construction $5 per foot to assist in expanding public transit, and the Office Housing Production Program requiring housing assistance in proportion to office space added will assist in meeting these targets.

Few issues stimulate as much public debate as do downtown development and implications of growth in new office construction.

The C-3 districts of downtown San Francisco represent the largest concentration of commercial activity and employment in the Bay Region. There are four principal kinds of commercial uses downtown: office, retail, hotel, and support commercial. The demand for these various types of space and the implications of accommodating that demand are primary concerns of this Plan.

OFFICE SPACE

Background

Office space in downtown San Francisco provides the city and Bay Area with an active source of employment and a strong economic base that generates activity and employment in other sectors of the local and regional economy. More than 60 million square feet of office space combine with about 40 million square feet of retail, hotel, housing, cultural, institutional, industrial and other related space in the C-3 district. This total of over 100 million square feet of space provides employment opportunities for more than 280,000 city and Bay Area residents.

A wide variety of business activities are conducted in downtown office space. Corporate headquarters, financial institutions, insurance companies, major utilities, business and professional services occupy more than 42 million square feet in the primary office (C-3-O) district. Over 220,000 office workers are employed in a wide range of managerial, professional, clerical, and less skilled occupations serving international, national, regional and local markets. These activities include executive, administrative and information processing functions. Rental rates for space in this district are among the highest in the region, reflecting the desirability of this location.

In addition to office space in the C-3-O district, almost five million square feet of office space are located in the C-3-R district. Another nine million square feet are in the C-3-G district, and five million square feet are in the C-3-S district. In addition to the primary office activities, office space in these areas contains government services, wholesaling, display, customer services, import-export trade, and retail service businesses.

The supply of downtown office space has shown unprecedented growth in recent years. During the 17 years between 1965 and 1981 office building construction in the city more than doubled, growing from 26 million square feet to 55 million square feet. This represents an average annual growth rate of more than 1.7 million square feet per year. Most of this space was built in the C-3 districts.

Most of the rapid growth has occurred in the C-3-O district, where corporate, administrative, managerial, real estate, advertising and public relations firms value the prestige and image of a location in downtown San Francisco and benefit from close physical proximity and face-to-face contacts. Demand for C-3-O locations has remained strong. Competition for space in the more desirable locations has supported higher rents, spurred new construction, and expanded the size of the office district. As this has occurred, those office activities such as smaller businesses which are more sensitive to the cost of a central location have shifted to peripheral locations. They have brought pressure for conversion of non-office uses—such as retail, housing, and light industry—to office space. Other office activities particularly susceptible to automation and requiring buildings with large floor areas (such as information processing or "back office" functions) have sought more outlying sites and in some cases have chosen locations outside the C-3 districts to meet their space needs.

In addition to concern about displacement of non-office activities and loss of large "back office" activities, rapid growth of downtown office space has led to concern about the physical scale of development and its effect on urban form including skyline, sunlight and wind, open space, preservation of architecturally important buildings, and transportation.

As long as potential problems in these areas are avoided, downtown will remain the primary location for those activities of commerce attracted to San Francisco for its "image," its accessibility, close association with similar firms, support commercial services available, the variety of restaurants, entertainment, clubs, hotels, retail services, and the generally urbane quality of the environment.

OBJECTIVES AND POLICIES

OBJECTIVE 2

MAINTAIN AND IMPROVE SAN FRANCISCO'S POSITION AS A PRIME LOCATION FOR FINANCIAL, ADMINISTRATIVE, CORPORATE, AND PROFESSIONAL ACTIVITY.

Almost two-thirds of the city's new permanent jobs in recent years have been located in the downtown financial district. This growth — primarily in finance, insurance, real estate activities, and business services reflects the city's strong competitive advantage in this sector. Since the office sector is the city's major provider of employment opportunities, it is essential that its vitality remain at a high level.

POLICY 1

Encourage prime downtown office activities to grow as long as undesirable consequences of such growth can be controlled.

Downtown office space expansion during the last two decades has greatly shaped the city economically and physically. This growth, while supporting the economic vitality of the city, has not been without environmental and aesthetic costs. As public facilities become strained, the marginal costs and benefits may indicate limits to growth. Furthermore, the social and environmental costs must be weighed against economic benefits. The costs include:

- Effects of overly-large office on the scale and character of the city;
- Destruction and replacement of buildings of significant architectural merit;
- Reduction in remaining areas of sunshine reaching streets and publicly accessible open space;
- Effects of street level winds on the pedestrian;
- Effects of commuter traffic on downtown congestion, air pollution, energy use, and consumption of land for parking;
- Overburdened public transit systems that connect the downtown to the city and surrounding region;
- Increased traffic noise;
- Effect of increased employment demand on existing services and increased pressures on a limited housing supply; and
- Conversion of existing housing, retail, and service commercial space to office space.

In order for economic and job growth resulting from office space development to continue, these adverse effects must be kept within acceptable limits.

The proposed policies and actions in this Plan are aimed at eliminating, reducing, or controlling the negative effects brought about by further accommodation of downtown office space. The Plan addresses these potential consequences by recommending substantial changes in downtown zoning. These would control the height and bulk of new buildings, as well as encourage the preservation of significant existing buildings. The Plan also contains policies for improving transportation, improving the pedestrian environment, and adding more open space for those who work downtown.

These proposals and others are discussed in greater detail in subsequent chapters of the Downtown Plan.

POLICY 2

Guide location of office development to maintain a compact downtown core and minimize displacement of other uses.

San Francisco is fortunate to have an extremely well-served, compact downtown office core area that also provides opportunities for growth. The scale of the downtown district plays an important role in attracting employment in the finance, insurance, and real estate industries.

A compact downtown ensures its economic strength and desirability, and makes it easier to service with public transit. Land use controls should continue to encourage growth in a way that enhances the concentration of the downtown office district.

RETAIL SPACE

Background

Downtown San Francisco's proposed C-3 districts currently contain nearly $8.2 million square feet of retail shops and restaurants serving residents, workers, and visitors. This space provides employment opportunities for 23,000 retail workers, mostly in sales and service occupations.

Retail functions are distributed throughout downtown. The greatest concentration of retail and personal services is in the retail core, generally bounded by Powell, Sutter, Kearny and Market. This area is the center for specialized comparison retail shopping within the Bay Area. It contains nearly 3.4 million square feet of retail stores and restaurants, including six major retailers, each with more than 100,000 square feet.

The Union Square area contains many of the city's finest shops and hotels and, along with Manhattan's Fifth Avenue and Chicago's Michigan Avenue, is one of the strongest downtown retail districts in the country.

The downtown office core contains two million square feet of retail establishments. Embarcadero Center and the Crocker Galleria are major shopping destinations. However, most of the retail space is located in the lower floor of office buildings.

Retail activity in the Market-Van Ness area serves office workers of the Civic Center area and patrons of nearby performing arts facilities.

Retail trade in the C-3-S zone occupies about 650,000 square feet of space. This is a relatively small proportion of the total space in the district, largely because it has low residential and daytime employment densities and at present no major visitor attractions except the newly opened Moscone Convention Center. Retail activity in the area is expected to increase sharply as the Yerba Buena Center develops.

At least two other major activities locate near retail activity. Branch banks, providing what are traditionally called retail banking functions, occupy approximately 1.3 million square feet of ground floor space in the C-3 districts. Retail services, such as hairdressers, travel agencies, and medical professionals, occupy approximately three million square feet in downtown San Francisco. A large number of these services are located in upper story office space in the C-3-R district.

Growth has caused some decentralization and fragmentation of the traditional retail core. Embarcadero Center and Crocker Galleria are examples if sizable new retail development outside the Union Square area. Tourist and visitor-oriented retail growth has extended from Fisherman's Wharf and Chinatown to Pier 39 and some neighborhood commercial districts, such as Union Street. Visitor-oriented trade is expected for the new Yerba Buena shops and restaurants and the Ferry Building now proposed for renovation. Even with these changes, activity near Union Square remains strong, with the recent completion of two large, high-quality clothing stores: Saks Fifth Avenue and Neiman-Marcus.

Throughout the C-3 districts, smaller-scale, pedestrian-oriented streets are becoming lined with restaurants, shops, and lounges. These commercial-recreation streets, such as Maiden Lane, Belden, and Front between California and Sacramento, are important attributes of the downtown.

Despite the health of retail trade downtown, rapid growth of office space and a diminishing supply of available land in the office core north of Market have led to concern about encroachment of office development into the traditional retail areas. Upper story space traditionally used by retail services could easily be converted for office users able to pay higher rents. Conversions from retail to office space, such as those of the former Sloan's and Livingston's, give rise to the concern.

OBJECTIVES AND POLICIES

OBJECTIVE 3

IMPROVE DOWNTOWN SAN FRANCISCO's POSITION AS THE REGION'S PRIME LOCATION FOR SPECIALIZED RETAIL TRADE.

Factors responsible for San Francisco's significant downtown retail trade district include a large number of specialized and attractive shops, proximity to a large, relative affluent workday population, high usage by city and Bay Area residents, accessibility via an extensive regional and citywide transit system, and the nearby location of major hotels serving a large visitor population. This combination of factors must be maintained and improved to keep the downtown retail sector prosperous.

POLICY 1

Maintain high quality, specialty retail shopping facilities in the retail core.

The downtown retail shopping area has developed into a compact, highly accessible specialty retail center for the Bay Area. The concentration of quality stores and merchandise allows the retail area to function as a regional, as well as a citywide attraction. The appeal of this district is enhanced by the sunny pedestrian environment in and around Union Square. The city should ensure that further development retains the area's compactness and does not endanger the pleasant environmental setting.

Only growth compatible with existing uses and reinforcing the retail function should be encouraged. Similarly, circulation within the area, and awareness of physical design amenities should be observed in promoting development of the downtown retail sector.

POLICY 2

Encourage the retail businesses which serve the shopping needs of less affluent downtown workers and local residents.

While the retail district has become a specialized specialty shopping center with higher priced merchandise it need not be exclusively such a center. It can and should continue to serve the needs of lower income shoppers as well. Continued location of stores offering lower priced merchandise should also be encouraged in the retail district and throughout downtown.

POLICY 3

Preserve retail service businesses in upper floor offices in the retail district.

Personal services such as hairdressers, travel agents, and medical professionals are an important component of the downtown retail sector. Ample space should be provided for such uses.

POLICY 4

Limit the amount of downtown retail space outside the retail district to avoid detracting from its economic vitality.

It is important to ensure that the convenience shopping needs of office workers and nearby residents are met and that ground floor retail frontage and pedestrian amenities are provided throughout downtown.

However, too much retail space in too many scattered locations could weaken the retail district since its major strength is its concentration of uses.

POLICY 5

Meet the convenience needs of daytime downtown workers.

Nearly 280,000 people work in the C-3 district is downtown San Francisco. Many eat in nearby restaurants, shop for convenience items during their lunch breaks, or use various retail and personal services. It is important that these shops, restaurants, and services be easily accessible to many workers who may have limited time available during the work day.

HOTEL SPACE

Background

Visitor trade constitutes an important economic base and job source for San Franciscans. It generates substantial revenues in many related economic areas, including transportation, general merchandising, eating and drinking places, other retail trade, personal services, and entertainment and recreation. By far the largest expenditures by visitors are for hotels, followed by restaurants and retail purchases.

Downtown San Francisco's C-3 districts have more than 60 visitor hotels occupying about nine million gross square feet and offering more than 16,000 rooms. These hotels range in size from the San Francisco Hilton with 1,728 rooms to small bed-and-breakfast inns with ten or fewer rooms. However, most have between 100 and 250 rooms. These hotels cater to conventioneers and tour groups, as well as to individual business travelers and tourists. Most of the hotels in the C-3 district are clustered in the C-3-G and C-3-R districts around Union Square and to the west.

BEAUTY
HASTINGS

OBJECTIVES AND POLICIES

OBJECTIVE 4

ENHANCE SAN FRANCISCO'S ROLE AS A TOURIST AND VISITOR CENTER.

POLICY 1

Guide the location of new hotels to minimize their adverse impacts on circulation, existing uses, and scale of development.

Hotels and other visitor - oriented uses naturally tend to locate in geographical proximity to one another just as other sectors of the economy. Proximity to other hotels, restaurants, convention facilities, business appointments, sightseeing interests, other retail, and entertainment enhances visitor appeal. However, too great a concentration of large hotels can overwhelm the scale and character of an existing district or create unmanageable traffic problems. Unchecked pressure to develop additional tourist hotels in mixed residential and commercial neighborhoods can lead to conversion of existing dwelling units for tourist accommodations, as well as alter the presentation of ground floor retail activities.

While it is important to allow hotels to locate in visitor activity areas, downtown San Francisco is compact enough for large new hotels to locate in the South of Market near the convention center and still take advantage of many visitor services located north of Market.

SUPPORT COMMERCIAL SPACE

Background

Support commercial involves a broad spectrum of functions, including business services, sale and repair of office equipment, printing, wholesaling, distribution, delivery services, blueprinting, and maintenance services. It also involves the so-called back office functions, such as billing, data processing, record storage, and drafting and secondary office functions for sales, wholesale, and distribution activities. Like other categories of commercial space, these functions are distributed throughout the C-3 district and in adjacent areas surrounding the downtown. They also tend to cluster and are more prevalent in the lower rent and lower rise structures at the periphery of the C-3 district.

Between 1960 and 1980 San Francisco's employment growth has been principally in services; finance, insurance, and real estate; and transportation, communications, and utilities. These jobs are primarily office jobs. Employment growth has caused considerable pressure to develop vacant land for offices, and to convert existing space to office space. These pressures have affected parts of downtown that have traditionally provided non-office support-commercial employment.

A considerable amount of support commercial activities exist in the C-3-G and C-3-S zones between Market and Folsom Street and west of Fourth Street. These contain a number of major back office and information processing buildings where bank and insurance companies conduct data processing and billing functions. They also include numerous smaller firms carrying on a wide range of diverse commercial activities — printing, photo processing, vehicle maintenance, warehousing, paper warehousing, and machinery sales and service. It is unlikely that the support commercial activity in this area will be displaced by prime office functions during the foreseeable future. However, some conversion of older buildings to office space may occur.

OBJECTIVES AND POLICIES

OBJECTIVE 5

RETAIN A DIVERSE BASE OF SUPPORT COMMERCIAL ACTIVITY IN AND NEAR DOWNTOWN.

POLICY 1

Provide space for support commercial activities within the downtown and in adjacent areas.

The strength of the prime office activities concentrated downtown is dependent upon a wide range of support commercial activities nearby. These activities provide a substantial number of jobs and enhance the overall economic vitality of the city and promote diversity in employment. Land use policies should assure the availability of adequate space for these activities.

LOCATION AND DENSITY OF COMMERCIAL SPACE

Background

Each of the four main downtown commercial functions--office, retail, hotel and support commercial--occurs to some extent throughout the entire downtown, but each has one predominant location where most activities are clustered. These concentrations of office, retail, hotel, and support commercial space coincide roughly with the boundaries and primary functions of the four existing downtown use districts.

OBJECTIVES AND POLICIES

OBJECTIVE 6

WITHIN ACCEPTABLE LEVELS OF DENSITY, PROVIDE SPACE FOR FUTURE OFFICE, RETAIL, HOTEL, SERVICE AND RELATED USES IN DOWNTOWN SAN FRANCISCO.

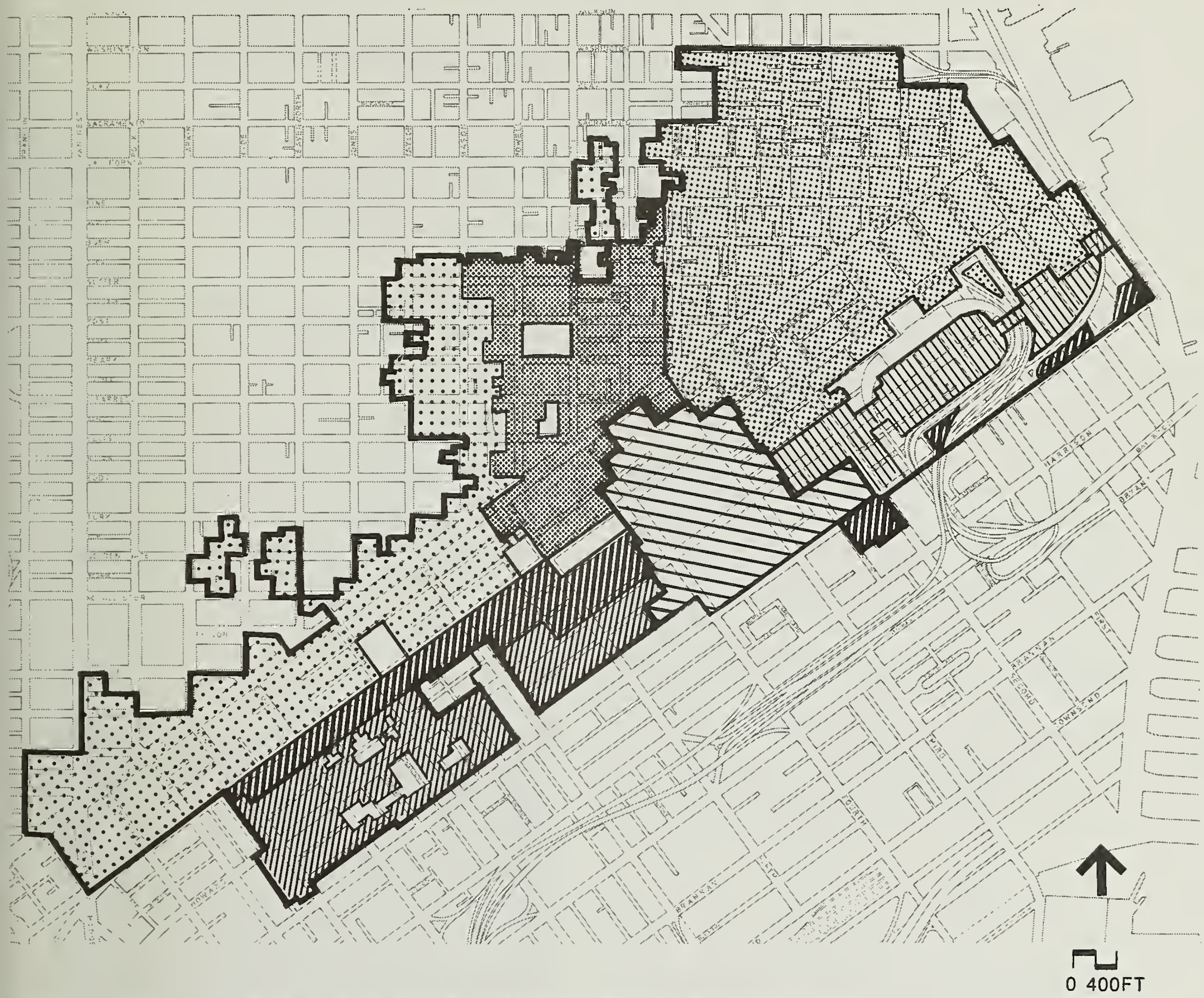
POLICY 1

Adopt a downtown land use and density plan which establishes subareas of downtown with individualized controls to guide the density and location of permitted land use.

Doing business downtown is convenient because activities, services, goods, and amenities are closely spaced. Variety in close proximity is the hallmark of major urban centers. Equally important is the relative balance among various groups of activities. Business support services are no less important than prime office space. Hotels, retail stores, banks, personal services, wholesaling, repair services, restaurants, and cultural activities contribute to the mixture and strength downtown. They help make it a desirable place to do business and a desirable place to work.

Commercial activities are grouped in clusters downtown. The financial core of banks and office buildings is concentrated on Montgomery, California, and lower Market. The retail core is centered around Union Square. Hotels, theaters, clubs and restaurants are clustered around Mason, Powell, and Geary. Distances between these centers are short, but the edges of each are somewhat blurred with overlapping uses from adjacent activity centers.

These clusters should be reinforced, each maintaining its predominant activity without losing the essential urban qualities that a mix of uses provides. Major office towers can be constructed on sites remaining in the financial core north and south of Market and in an expanded area south of Market centered on the Transbay Bus Terminal. Concentrating office towers in these locations protects the fine scale and rich mix of uses in Chinatown, Jackson Square, Kearny Street, Union Square, Mid-Market, North of Market-Tenderloin, and the hotel-entertainment area near Mason Street.



DOWNTOWN LAND USE AND DENSITY PLAN

Map 1

Predominant Commercial Use Type		Building Commercial Density*	Intensity Height	Appropriate Zoning District
░	Downtown Office	FAR 9:1		C–3–O
‖	Downtown Office	6:1		C–3–O (SD)
▩	Downtown Retail	6:1		C–3–R
⁚	Downtown General Commercial	6:1		C–3–G
▨	Downtown Service	5:1		C–3–S
⫽	Downtown Service, Industrial Housing Conservation	2:1 office, 5:1 other		C–3–S (SU)
⧵	Mixed Use	See Yerba Buena Center Redevelopment Plan		

*Unused FAR may be transferred from preservation sites to development sites up to a maximum FAR of 18:1 in the C–3–O and C–3–O (SD) districts and up to one and one half times the basic FAR in the C–3–R, C–3–G and C–3–S districts. See Preservation of the Past Chapter.

Support commercial and secondary office demand can be absorbed in a number of locations: Market Street west of Fifth Street, portions of the south of Market west of YBC, the Van Ness corridor, Second Street corridor south of the C-3 district, Jackson Square, and the northern waterfront. A major new source of space for support commercial and secondary office may also be provided at Mission Bay.

The principal hotel functions are encouraged as part of Yerba Buena Center. The Plan proposes to protect and encourage major retailing along Market Street from Powell to Kearny, in the Union Square area, and along Sutter, Post, Grant, and Kearny Streets.

In addition to supporting large clusters of activities within an overall mix, lively street level activity with ground floor retail uses should be provided throughout the downtown. New development should be permitted and encouraged within the context of transitional values of fine-scale, architectural design, pedestrian-oriented active street life with a mixture of uses, sunlit sidewalks and open space, and respect for the quality of the existing development.

Key Implementing Actions

Modify C-3 use districts to conform to the Downtown Land Use and Density Plan (Map 1).

DOWNTOWN OFFICE
(C-3-O DISTRICT)

Lower the base FAR; Revise district boundaries; Encourage public serving uses on the ground floor.

DOWNTOWN RETAIL
(C-3-R DISTRICT)

Lower the base FAR; Revise district boundaries; Make retail uses the primary uses of the ground floor; Generally limit offices to those providing services to the general public and permit large scale offices only by conditional use; Permit hotels only by conditional use.

DOWNTOWN GENERAL COMMERCIAL
(C-3-G DISTRICT)

Allow residential uses above the base FAR as conditional uses; Revise district boundaries; Encourage provision of retail and personal service uses along the ground floor street frontage; Protect existing housing.

DOWNTOWN SUPPORT
(C-3-S DISTRICT)

Lower the base FAR; Allow residential uses above the base FAR as conditional uses; Revise district boundaries; Require ground floor retail along the street frontage; Protect existing housing.

SPACE FOR HOUSING

Background

Housing close to downtown contributes greatly to downtown vitality, helping to ensure that it remains active after working hours.

Housing downtown consists of apartments, condominiums, and residential hotels.

Residential hotels are concentrated in Chinatown, North of Market, and South of Market along Sixth Street. More than two-thirds of the city's 20,500 residential hotel units are in the downtown area.

Apartment buildings are concentrated west of downtown. Many of these buildings have ground floor commercial uses. Smaller duplexes and sixplexes are located along some of the narrower interior streets South of Market. New construction in the last decade has involved primarily large-scale condominium projects at the edges of the downtown commercial districts.

The nearly completed Golden Gateway redevelopment project contains about 1,400 new housing units in close proximity to downtown. Several major office projects include upper story housing.

As the downtown office district continues to grow, the pressure to demolish housing or convert is to nonresidential uses will increase. The pressure to some extent comes from commercial and retail activities that need nearby locations to serve downtown business and workers. Areas most affected are the South of Market (west of the Yerba Buena Center), North of Market (Tenderloin), Chinatown, and North Beach neighborhoods.

To preserve the scale and character of outlying neighborhoods and promote the vitality of downtown, most new housing should be located adjacent to downtown in underused industrial and commercial areas. At the same time, the existing housing supply in and adjacent to downtown should be protected from demolition or conversions to nonresidential use.

OBJECTIVES AND POLICIES

OBJECTIVE 7

EXPAND THE SUPPLY OF HOUSING IN AND ADJACENT TO DOWNTOWN.

POLICY 1

Promote the inclusion of housing in downtown commercial developments.

Mixed residential/office building development near the heart of downtown would provide needed housing and add vitality to an area that lacks life at night and on weekends. Various incentives should be provided in appropriate cases to encourage housing in the downtown area. Housing in excess of base FAR should be permitted in the Downtown General and Downtown Support Districts.

POLICY 2

Facilitate conversion of underused industrial and commercial areas to residential use.

Opportunities exist for major new residential development in certain areas close to downtown, as shown on Map 2. New housing can be provided there without significant displacement of existing residential units or commercial or industrial activity. In some areas, entire new residential neighborhoods can be created. In others, housing can be introduced on vacant or underused sites adjacent to sites that are and will remain in active commercial or industrial use.

OBJECTIVE 8

PROTECT RESIDENTIAL USES IN AND ADJACENT TO DOWNTOWN FROM ENCROACHMENT BY COMMERCIAL USES.

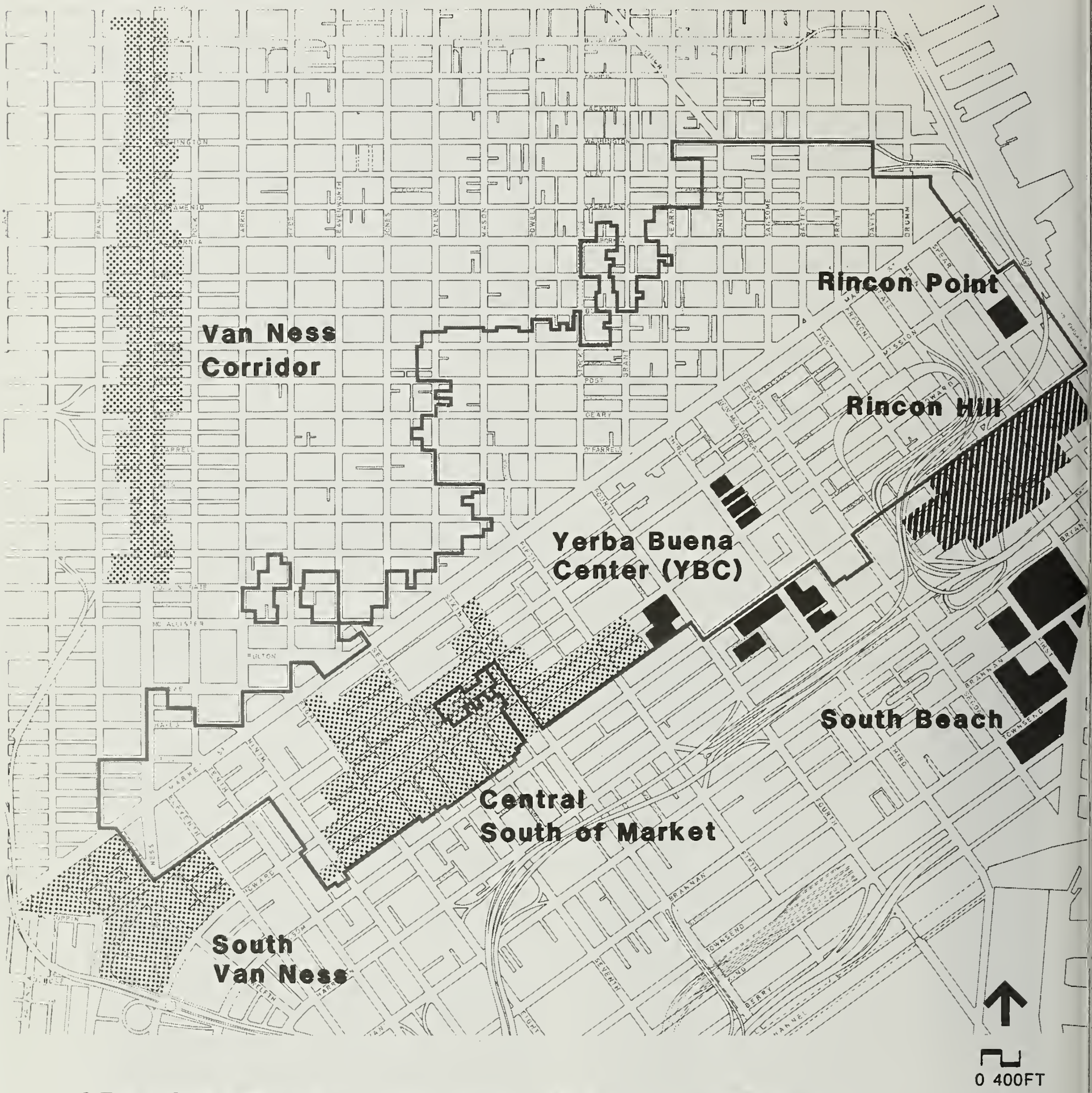
Residential units existing near downtown are the city's major source of inexpensive housing and are virtually irreplaceable given the cost of new construction and reduced public resources. Therefore, retention of units in and adjacent to the downtown is a key component of the city's housing program.

POLICY 1

Restrict the demolition and conversion of housing in commercial areas.

Many parts of San Francisco were developed before zoning regulations separated various types of land uses. As a result, many thousands of housing units were built in and around downtown in areas also containing many commercial uses. Many of these areas are currently zoned commercial. Most of these housing units are sound or rehabilitable and are relatively inexpensive. They represent a significant, irreplaceable portion of the city's housing supply. Yet in many cases, because of their location, it may be profitable to convert them to a nonresidential use or demolish them and use the property for nonresidential use.

In commercial areas where there is a concentration of residential use, a form of mixed residential-commercial zoning should be adopted. Conversions of upper floor housing units to nonresidential use should be subject to


Van Ness Corridor
Rincon Point
Rincon Hill
Yerba Buena Center (YBC)
South Beach
Central South of Market
South Van Ness
0 400FT

Map 2

AREAS FOR NEW HOUSING NEAR DOWNTOWN

- ■ Redevelopment Agency Housing Sites
- ▨ Areas To Be Rezoned For Housing
- ░ Potential Housing Areas For Study
- — Proposed C-3 District Boundary

conditional use review. The City Planning Commission would require evidence that the public benefits of the alternative use are more desirable that retaining the housing.

In commercial areas where the housing is more scattered, it may be more appropriate to regulate only the demolition or conversion of existing units rather than create a special use district which would cover new as well as existing uses.

POLICY 2

Preserve existing residential hotels.

Residential hotels represent a unique, irreplaceable resource for many thousands of lower-income households. Most of these hotels are close to downtown and are subject to continuing pressures for conversion or demolition. As San Francisco grows as a tourist center, residential hotels have been converted to tourist use, either permanently or during the tourist season. Some hotels have been demolished to make way for new commercial development. The loss of these units as housing for permanent residents should be discouraged.

OPEN SPACE

Background

Adequate open space is of vital importance to the desirability of downtown San Francisco as a place to visit, work, or live. As a forest becomes denser, it becomes more difficult to find a sunlit meadow. Similarly, in San Francisco's downtown, sunshine and wind protection, which are essential to the personal comfort of open space users, become of prime importance in the planning for downtown open space.

The Open Space chapter calls for preservation and enhancement of existing open spaces and creation of additional open space through public and private efforts. These open spaces would be connected by a pedestrian network.

The Plan envisions a downtown that will develop over the next two decades with substantial enhancement of open space. It further envisions the development of a system of linked, sunny open spaces around the high-density downtown core. To the east is the waterfront, and the ample open spaces to be provided between Piers 9 and 24. Pier 7 will become an open space pier. Piers 1 through 5 will have generous shoreline access. The Ferry Building complex will provide additional plazas and sitting areas adjacent to the already generous Justin Herman Plaza and related spaces.

A 4.8-acre Park-Rincon Point Park will be added next to the shoreline promenade between the Agriculture Building and Pier 24. To the north are Sidney Walton Park and the parks on Maritime Plaza. On the west are Portsmouth Square, St. Mary's Square, and Union Square, as well as the sunny streets of the retail district. Major new open space will be added in the Yerba Buena Center project on the central blocks, centered on six acres of park and plaza in the block bounded by Third, Fourth, Mission and Howard Streets.

A major gap in this open space system exists on the southern edge of the downtown core where there is no significant usable open space. A major park or chain of parks and open spaces should be created in the area behind Transbay Terminal. This area is in the open space deficiency area shown on Map 3 and is approximately midway between the proposed Yerba Buena Gardens and Rincon Point Park.

There are a number of possibilities. In the half block bounded by Howard, Fremont, First and bus ramps the allowable density for the block could all be utilized in the northwesterly portion of the block leaving most of the rest of the block for an urban park. If Caltrans acquires the partial blocks immediately behind the Transbay Terminal for an underground extension of the Caltrains commuter Muni service could be moved behind the Terminal with the park on a platform above it, and all or part of the area in front of the terminal could be converted to a plaza. A number of smaller parks and open spaces are also vital ingredients in the overall network. Many of these deserve sunlight protection. They include Hallidie Plaza, Crocker Plaza, the proposed Crocker View and Sun Terrace at 1 Montgomery Street, Mechanics Plaza, and Belden and Front Streets—which could be closed at lunch time exclusively for people.

Opportunities exist to introduce more adequate space for people through continued creative uses of public rights-of-way. Smaller open spaces could be developed, including plazas, garden parks, greenhouse spaces, and "snippets"—small sunny sitting areas. In short, the Plan calls for spaces for people to sit, relax, watch, and enjoy the city.

The first block of Sansome Street could be closed to traffic (except MUNI and emergency vehicles), and redesigned to relate to Citicorp's atrium space under construction at One Sansome, as well as to the Crown Zellerbach Plaza. The end of Second Street between Market and Stevenson could similarly be closed, and connected to open space at the 595 Market Building.

Existing plazas that are uninviting and underused because of shadow, wind, and lack of amenities could be retrofitted with windbreaks, partial glass enclosures, fixed and movable seating, food service, entertainment and water.

This Plan envisions a downtown where almost everyone will be within 900 feet (approximately the length of two east-west blocks north of Market Street) of a publicly accessible space to sit, to eat a brown-bag lunch, to people-watch, to be out of the stream of activity but within sight of its flow. Many of these spaces would be small and privately owned. The height of new buildings adjacent to major spaces would be controlled by the provisions of Proposition K and similar but more flexible criteria to protect sunlight.

Some spaces would be without direct sunlight and the solar heat it provides. These would be made more comfortable through wind protection, partial or total glass enclosure, and through light reflected from surrounding light-colored buildings.

The Plan recognizes that not every space can be permanently assured of direct sunlight at all times. Open space must be balanced with Space for Commerce and Space for Housing. Consequently, height zones, bulk controls, architectural guidelines, and open space guidelines all work together to create a vital, comfortable, and economically vigorous downtown.

A survey of persons using downtown open space was undertaken to establish the service areas of existing parks and plazas which generally meet the proposed standards. The areas falling outside these services areas are considered deficient, and a special effort should be made to create significant open spaces in those areas.

OBJECTIVES AND POLICIES

OBJECTIVE 9

PROVIDE QUALITY OPEN SPACE IN SUFFICIENT QUANTITY AND VARIETY TO MEET THE NEEDS OF DOWNTOWN WORKERS, RESIDENTS, AND VISITORS.

Open space will become increasingly important as the number of persons in downtown grows. Meeting the demand for additional open space in the face of intense competition for land requires both private and public sector action. It also requires imagination, commitment, and a general acknowledgement that open space is essential to the downtown environment.

POLICY 1

Require usable indoor and outdoor open space, accessible to the public, as part of new downtown development.

As development intensifies, greater pressure is placed on the limited downtown park space. New private development should assist in meeting the demand for open spaces that it will create. In newly developing suburban areas, it has become common practice to require developers to contribute to the provision of public facilities, the demand for which is created in part by the development site. San Francisco's Planning Code currently requires that open space be provided to serve residential uses. Open space is obtained either by specifying a maximum lot coverage or by requiring that open area be provided at a certain ratio per dwelling unit, depending on the zoning district and density of development. A requirement to provide needed open space should be extended to non-residential uses in the downtown. Each development should be required to provide open space in a quantity that is directly proportional to the amount of nonresidential space in the building.

San Francisco's climate is such that only sunny, wind-protected outdoor sites are usable on most days of the year. Outdoor spaces should be oriented in relation to adjacent development so that there will be direct sunlight during periods of high usage. Prevailing wind patterns and local wind currents created by adjacent development should also be considered. Barriers to deflect unpleasant winds should be used where appropriate.

POLICY 2

Provide different kinds of open space downtown.

Different kinds of spaces should be provided downtown to assure that a variety of recreation and open space experiences are available to a diverse population. They might take the form of outdoor spaces such as a sun and view terrace, landscaped garden, a plaza or a park. They might also include "snippets" of open spaces — small, sunlit spaces designed to accommodate sitting — such as edges and niches at the base of a building. An attractively landscaped greenhouse structure is desirable in areas where the alternative is a shady, windy plaza.

Public semi-enclosed or enclosed spaces complement outdoor spaces and carry the garden idea into the interior of buildings. They provide the opportunity to relax, and gather around in pleasant, parklike surroundings when rainy, foggy and windy weather prevent the use of parks and plazas. Interior spaces may take the forms of atriums and indoor gardens and parks. In addition, sitting areas in gallerias and arcades, if carefully separated from the circulation space for shoppers or pedestrians, can act as a form of indoor park.

The designs of these facilities should consider the needs of various population groups. Wherever possible, provision should be made for those who desire a quiet secluded location as well as those who enjoy crowds and activity. Food and beverage service usually should be located in or adjacent to open spaces to facilitate public use and enjoyment.

The various kinds of open space should conform generally to the criteria stated in Table 1.

POLICY 3

Give priority to development of two categories of highly valued open space; sunlit plazas and parks.

Providing ground level plazas and parks benefits the most people. If developed according to guidelines for access, sunlight design, facilities, and size, these spaces will join those existing highly prized spaces such as Redwood Park, Sidney Walton Park, Justin Herman Plaza, and the State Compensation Building Plaza.

Table 1 GUIDELINES FOR DOWNTOWN OPEN SPACE

	Urban Garden	Urban Park	Plaza	View and/or Sun Terrace	Greenhouse
Description	Intimate sheltered landscaped area.	Large open space with predominantly natural elements.	Primarily hard-surface space.	Wind-sheltered area on upper level.	Partially or fully glassed-in enclosure.
Size	1,200 to 10,000 sq.ft.	Minimum 10,000 sq.ft.	Minimum 7,000 sq.ft.	Minimum 800 sq.ft.	Minimum 1,000 sq.ft. Min. ceiling height 20 ft.
Location	On ground level, adjacent to sidewalk, through-block pedestrianway, or building lobby.		Southerly side of the building. Should not be near another plaza.	Second floor or above. View terraces should only be located in places which have spectacular views.	Locate in places too shady or windy to be used as open space.
Access	Accessible on at least one side of its perimeter.	Accessible from at least one street at Access from several locations encouraged. Park interior to be visible from entrances.	Accessible from a public street at grade or 3' above or below street level connected to street with generous stairs.	Accessible directly from the sidewalk or public corridors. Must provide adequate signage about location and public accessibility at street level, in hallways and elevators.	Accessible from street at grade or 3' above or below street level. Provide several entrances from public rights-of-way.
Seating*, Tables, Etc.	One seating space for each 25 sq.ft. of garden area. One half of seating to be movable. One table for each 400 sq.ft. of garden area.	Provide formal and informal seating, on sculptured lawn. Movable chairs desirable.	One linear foot of seating space per each linear foot of plaza perimeter. One half of seating to consist of benches.	One seating space for every 25 sq.ft. of terrace area.	One seating space for every 25 sq.ft. of floor area.
Landscaping, Design	Ground surface primarily of high quality paving material. Install plant material such as: trees, vines, shrubs, seasonal flowers to creat garden-like setting. Water feature desirable.	Provide lush landscape setting with predominantly lawn surfaces and planting such as: trees, shrubs, ground cover, flowers. Provide a water feature as major focus.	Landscaping is generally secondary to architectural elements. Use trees to strengthen spatial definition and to create peripheral areas of more intimate scale.	Terrace may take one of the following forms: o complex architectural setting which may include art works; o flower garden; o space with trees and other planting.	Interior surface may be a mixture of hard surfaces and planting areas. Water features are desirable.
Commercial Services, Food		Provide food service within or adjacent to the park. 20% of space may be used for restaurant seating taking up no more than 20% of the sitting facilities provided.	Provide retail space including food services in space around plaza. 20% of space may be used for restaurant seating taking up no more than 20% of the seating provided.	Provide food service on or adjacent to terrace.	Provide food service within greenhouse; 20% of greenhouse space may be used for restaurant seating occupying no more than 20% of the seating provided.
Sunlight and Wind	Sunlight to much of the occupied area at lunch time. Shelter from wind.	Sunlight to most of the occupied area from mid-morning to mid-afternoon. Shelter from wind.	Sunlight to much of the occupied area at lunch time. Shelter from wind.	Sunlight to most of the occupied area of terrace at lunch time. Shelter from wind.	Sunlight at lunch time highly desirable but not required.
Public Availability	8 AM to 6 PM Monday through Friday.	At all times.	At all times.	10 AM to 5 PM, Monday through Friday.	10 AM to 5 PM, Monday through Friday.
Other	Security gates, if provided, should be an integral part of the design.	Security gates, if provided, should be an integral part of the design.		In wind exposed locations provide glass enclosure to create comfortable environment.	Include large movable windows or walls to open up greenhouse in warm weather.

* Seating dimensions are as follows
Height : 12" to 36"; ideally 17"
Depth : 14" one-sided; 30-36" double sided.
Width : 30" of linear seating are counted as one seat

Snippet	Atrium	Indoor Park	Public Sitting Area in a Galleria	Public Sitting Area in an Arcade	Public Sitting Area in a Pedestrian Walkway
Small, sunny sitting space.	Glass-covered central open space in the interior of a building or block.	Interior open space where at least one wall facing the street consists entirely of glass.	Through-block, continuous, glass-covered pedestrian passage lined with retail shops and restaurants.	Continuous, covered passageway at street level, defined by building set back on one side and a row of columns along the front lot line.	Sitting area on a sidewalk of a pedestrian-oriented street in a lunchtime mall or in an exclusive pedestrian walkway.
Varying sizes permitted.	Minimum area 1500 sq.ft.; minimum ceiling height 30 ft.	Minimum area 1,000 sq.ft. Minimum ceiling height 20'. Area to be counted against open space requirement cannot exceed twice the area of the glass wall projected onto the floor plane.	Minimum average height 30 ft.; minimum clear area 12 ft. Only public sitting areas outside the circulation space which are buffered from it by various kinds of design elements will qualify.	Minimum clear width 10 ft.; minimum height 14 ft. Only public sitting areas which are delineated from the circulation space by appropriate means will qualify.	Varying sizes permitted.
On new or existing building site.	Interior of building or block.	Building interior adjacent to sidewalk or public open space.	In any approved galleria.	As identified in the Pedestrian Network Plan. Other locations must be approved.	As identified in the Pedestrian Network Plan. Other locations must be approved.
Accessible from public streets.	On street level or 3 ft. above or below street level. Accessible from one or more sidewalks through generous hallways. Space must be made available and inviting to the general public.	Accessible from street level. Provide several entrances to make the space inviting to the public.	Accessible from public right-of-way or open space at grade or 2 ft. above or below grade level of adjoining public area.	Accessible from sidewalks or public open space at grade level or 2 ft. above or below grade. Connect arcade to public space with continuous stairs.	
If functional for sitting and viewing, seating can be ledges, stairs, benches, chairs.	Provide one seating space for every 25 sq.ft. of floor area, one table for every 400 sq.ft. of floor area. At least one half of seating to consist of movable chairs.	Provide one seating space for every 25 sq.ft. of floor area, one table for every 400 sq.ft. of floor area. At least one half of seating to consist of movable chairs.	Provide sitting ledges, benches, movable chairs and tables in areas outside the pedestrian pathway. At least one half of seating should consist of movable chairs.	Place seating and tables outside the area of pedestrian flow.	If functional for sitting and viewing, seating can be ledges, benches, chairs.
Surface will predominantly be hard pavement. Add planting where appropriate.	Provide attractive paving material to create interesting patterns. Use rich plant material. Incorporate sculpture and/or water feature.	Provide attractive paving material to create interesting patterns. Use rich plant material. Incorporate sculpture and/or water feature.	Use rich paving materials in interesting patterns. Include sculpture or other works of art and water feature.	Arcades should be enhanced by creating attractive paving patterns with rich materials. Incorporate mosaics, murals or three-dimensional elements into wall surfaces, coffering into ceiling surface. Include plant materials where appropriate.	Use rich paving material in interesting patterns. Include plant material
Encourage food vendors to locate in the vicinity.	Locate food service adjacent to the atrium; 20% of area may be used for restaurant seating taking up no more than 20% of the seating and tables provided.	Provide food service; 20% of area may be used for restaurant seating taking up no more than 20% of the seating and tables provided.	Both sides of galleria should be lined with retail shops and food services. Locate sitting areas near food services. Restaurant seating is not to take up more than 20% of sitting area.	Attractive retail shops, food services and restaurants should front on the arcade. 20% of sitting area to be used for restaurant seating, occupying no more than 20% of sitting facilities and tables provided.	Attractive shops, restaurants, cafes and food services should line the pedestrian walkways and lunchtime malls.
Sunlight to sitting areas at lunch time. Shelter from wind.	Mass buildings surrounding the atrium in such a way as to maximize sunshine in the atrium space.	Orient park to the southeast, south or southwest to insure sunlight at least during lunch time.	Mass buildings surrounding galleria in a way as to maximize sunlight into the galleria space.		Sunlight to the siting areas at lunchtime. In windy locations provide wind baffles.
At all times.	8 AM to 6 PM Monday through Friday.	8 AM to 6 PM Monday through Friday.	8 AM to 6 PM Monday through Friday.	At all times.	At all times
Credit each seat as 25 s.f. of open space. Buildings up to 100,000 g.s.f. may satisfy 100% of requirement with "snippets"; larger buildings may satisfy up to 20%.	Insure proper ventilation. At least 75% of roof area to be skylit.	Insure proper ventilation. Install heating to make space comfortable in cool weather. Construct glass wall to be fully or partially movable.	Security gates should be integrated into overall design and concealed when not in use. At least 75% of galleria roof shall consist of skylights. Insure ventilation.		Credit each seat as 25 s.f. of open space

POLICY 4

Provide a variety of seating arrangements in open spaces throughout downtown.

The popularity of an open space correlates highly with the amount of comfortable sitting space provided. To accommodate this common need, adequate seating should be required in new facilities in direct relationship to the size of the open space. Existing spaces without adequate seating should be retrofitted. Sitting places should be located up front near the action and secluded in the back, in the sun and in shaded areas. Their configurations should accommodate people in groups as well as those who want to sit alone.

Sitting space can be provided in may ways. Besides conventional bench-type seating, walls, steps, ledges, planters, and fountains can be designed imaginatively to invite people to sit. Movable chairs are particularly desirable because of the flexibility in seating arrangements they provide.

POLICY 5

Improve the usefulness of publicly owned rights-of-way as open space.

Recreation and open space use of publicly owned rights-of-way should be expanded and enhanced. The Market Street Beautification Project developed unneeded portions of street rights-of-way into plazas with sunny sitting areas. Similar opportunities exist elsewhere. For example, some lightly used streets and alleyways could be converted into lunchtime malls where outdoor dining could be moved into the street area. Where conditions permit, certain blocks might be converted into permanent plaza or park space. Figure 1 illustrates one example of how public rights-of-way might be combined with adjacent plazas to create a large open space.

OBJECTIVE 10

ASSURE THAT OPEN SPACES ARE ACCESSIBLE AND USABLE.

POLICY 1

Develop an open space system that gives every person living and working downtown access to a sizable sunlit open space within convenient walking distance.

Proximity is an important factor in the decision to frequent a park during lunch breaks. The average distance most people are willing to walk to a park or plaza is approximately 900 feet.

Map 3 indicates "deficiency" areas — areas not within 900 feet of an existing or proposed major open space — in which new open spaces should be created.

POLICY 2

Encourage the creation of new open spaces that become a part of an interconnected pedestrian network.

The individual parts of an open space system should be linked by an overall downtown pedestrian network. For example, the plazas and arcades of the 5 Fremont Building are natural extensions and components of a

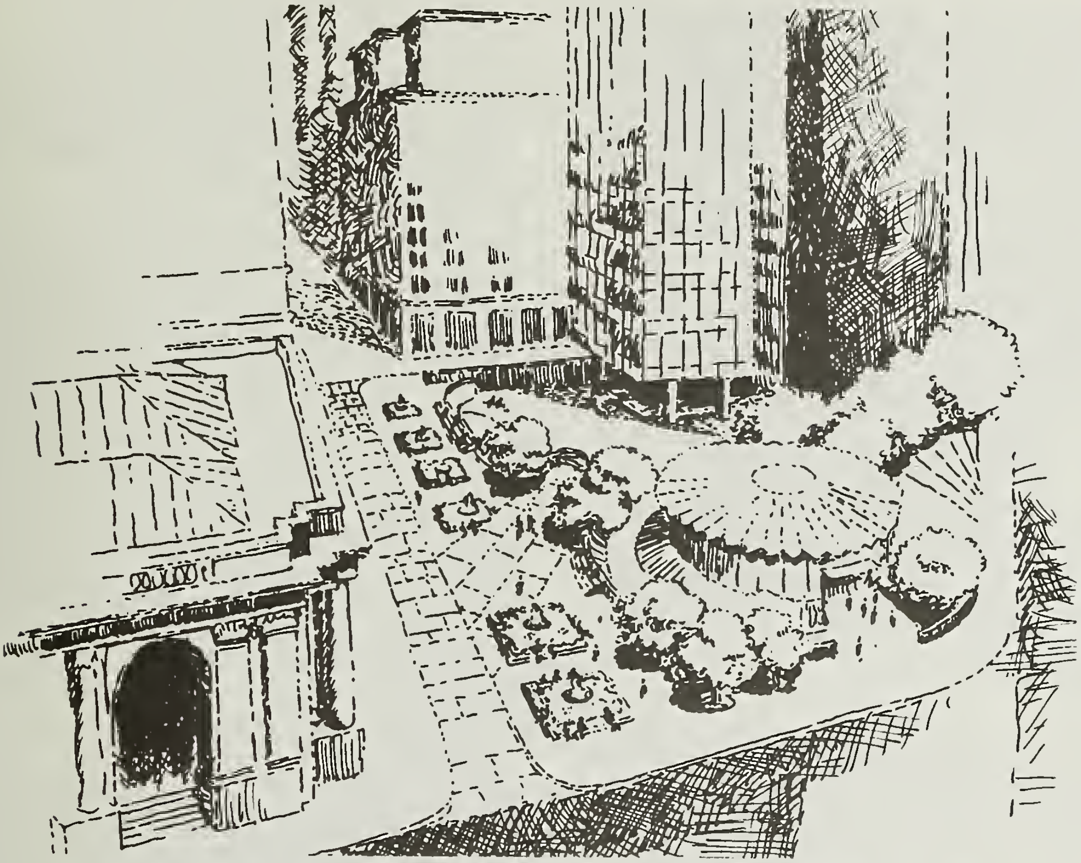


Figure 1 SANSOME STREET COMBINED WITH CROWN ZELLERBACH PLAZA

midblock pedestrian system connecting the Transbay Terminal to Market Street. Plazas and parks become pathways for trips as well as destinations for trips. Future sidewalk arcades, gallerias, and through-block pedestrianways should also contribute to the pedestrian network. This network is shown on Map 7 of the Moving About chapter.

POLICY 3

Keep open space facilities available to the public.

Locked gates or restricted passages negate the purpose of "open" space. All outdoor ground level features which are accessible from the public sidewalk, such as parks, plazas, snippets, and sitting areas in arcades, should always be open to the public during daylight hours. On the other hand, features which require entry through the building such as atriums, greenhouses, sitting areas in gallerias, sun and view terraces can more reasonably be restricted to normal business hours since office workers (shoppers, in the case of a galleria) are the primary users of the space.

POLICY 4

Provide open space that is clearly visible and easily reached from the street or pedestrian way.

Open spaces should be accessible, visible, and generally be at or near grade level to facilitate use. Plazas and parks more than three feet above or below grade are less inviting, and as a result, are less frequently used. Any plaza or park not at street level should be connected to the street system by wide, visible, and inviting stairways or ramps.

Terraces located on upper levels or on top of buildings should be readily accessible to the public. Their availability should be marked visibly at street level. Adequate signs in hallways and elevators should aid in locating the facility.

POLICY 5

Address the need for human comfort in the design of open spaces by minimizing wind and maximizing sunshine.

OBJECTIVE 11

PROVIDE CONTRAST AND FORM BY CONSCIOUSLY TREATING OPEN SPACE AS A COUNTERPOINT TO THE BUILT ENVIRONMENT.

The form of the built environment depends not only on buildings, but the space between them. In many instances, this space is provided by the streets and sidewalks that separate the buildings on either side. Within the grid of streets, properly designed open spaces — as notches or longer segments of blocks — provide relief to an otherwise dominant streetwall form.

Open space is an essential element of the urban form. It is frequently the most remembered and identified component of the urban landscape. For example, Union Square is an anchor physically and psychologically for the area surrounding it.

Conversely, open space in urban settings is dependent upon the built environment to frame, enclose, and define the space. This delicate relationship is characteristic of a quality urban environment.

POLICY 1

Place and arrange open space to complement and structure the urban form by creating distinct openings in the otherwise dominant streetwall form of downtown.

The traditional form of downtown San Francisco is one of structures built vertically from the sidewalk edge. This provides a continuous relationship of pedestrian to building facade. An occasional break in this pattern for a plaza, park, or building setback adds interest to the pedestrian experience. However, too-frequent application of these devices destroys the relationship and results in "towers in the park" removed from the immediate experience of the pedestrian. The provision of open space should be accomplished through conscious concern for the relationship between building mass and open space — with a view to strengthening the visual impact of both.

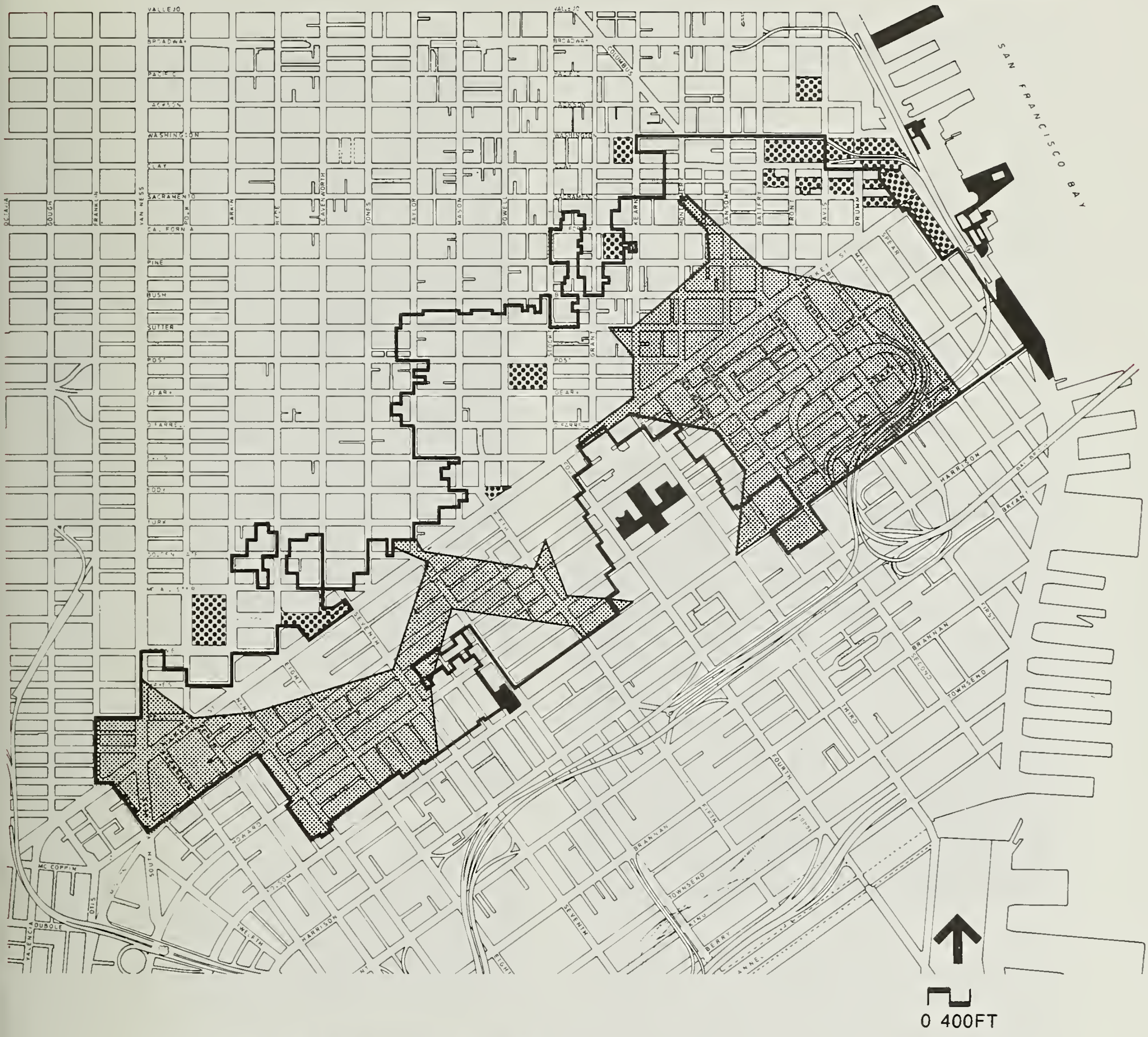
POLICY 2

Introduce elements of the natural environment in open space to contrast with the built-up environment.

Some spaces may be predominantly grass, shrubs, trees, and soft surface parks with a few paths and benches. Others may provide just a few plants, trees, and a fountain in an otherwise hard-surface plaza. However, all open spaces should provide some counterpoint of the natural environment to the dominant presence of the built environment of streets and buildings, if only an opened vista to the sky or water.

Key Implementing Actions

Require open space for most nonresidential uses; Allow the open space requirement of new buildings to be met off-site by developing open space on public land; Continue to acquire and develop new publicly owned open space to serve downtown residential areas; Acquire needed open space through use of eminent domain powers when other means fail.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MAJOR OPEN SPACES

Map 3

▨ Existing Open Space

■ Open Space in the Planning Stage

░ Area Deficient In Open Space (Not Served By Existing Open Space Or Open Space In The Planning Stage)

— Proposed C-3 District Boundary

PRESERVING THE PAST

Background

Buildings in San Francisco's downtown were, until recently, the product of a short period lasting from 1906 until about 1930. After the earthquake and fire there was a rush to rebuild. By 1910, the area now considered the retail and financial districts was largely rebuilt with little evidence of the disaster remaining. Many of the new buildings were designed by architects trained in the same tradition (at the Ecole de Beaux Arts in Paris or under instructors trained there) and responding to a new building technology. As a result, the downtown had a coherent, unified appearance.

Downtown was characterized by light-colored, masonry-clad structures from six to twelve stories in height with rich, distinctive, and eclectic designs.

Conscious efforts were made to relate buildings to both the street and adjacent buildings by use of similar cornice and belt course lines, and sympathetic materials, scale and color. Large areas of glass, made possible by steel frame construction, were often used to allow light to penetrate into interiors. Buildings were constructed to the street and property lines, defining the street edge and producing a sense of enclosure. The relatively low structures incorporated a considerable amount of ornamentation and articulation, creating a pedestrian scale. Later development, up until the mid-1920s, continued this style and character.

During the late 1920s, though, many skyscrapers (for example, the Russ, Shell, and Pacific Telephone buildings) were of a more monumental size. But by use of a similar scale, style, materials, color, solid to glass ratio, detailing, and belt courses, they blended with buildings built right after the earthquake and fire.

From the Depression until the 1950s, no major buildings were constructed downtown. When construction resumed, buildings were of a much different character. Increasingly, they were much larger in scale than earlier buildings, often dark in color or with reflective glass, with few details to relate the building to pedestrians or to adjacent buildings. The new 'International Style' architecture made an office building a rectangular box with sheer, unornamented walls without setbacks or cornices. Continuity of the building form along the street was lost as buildings were set back and placed in plazas, each creating a "tower in a park."

In recent years, there has been increasing concern over the loss of older buildings and the failure of their replacements to blend into the established character of their surroundings.

OBJECTIVES AND POLICIES

OBJECTIVE 12

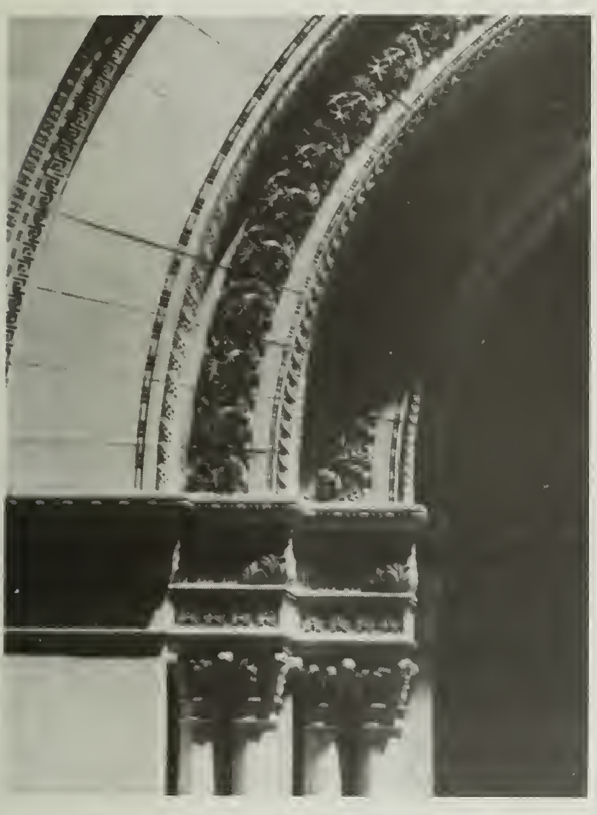
CONSERVE RESOURCES THAT PROVIDE CONTINUITY WITH SAN FRANCISCO'S PAST.

For San Francisco to retain its charm and human proportions, irreplaceable resources must not be lost or diminished. Past development, as represented by both significant buildings and by areas of established character, must be preserved. The value of these buildings and areas becomes increasingly apparent as more and more older buildings are lost.

POLICY 1

Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

Older buildings that have significant historical associations, distinctive design, or characteristics exemplifying past styles of development should be permanently preserved. A continuing search should be made for new means to make landmarks preservation practical — physically and financially.



Criteria for judgment of historic value and design excellence should be more fully developed with attention to individual buildings, and to areas or districts. Efforts to preserve the character of individual landmarks should extend to their surroundings as well.

To some degree many other older structures are worthy of retention and public attention. Therefore, various kinds and levels of recognition are required, keeping in mind that the success of the preservation program depends upon the broad interest and involvement of property owners, improvement associations, and the public at large.

POLICY 2

Use care in remodeling significant older buildings to enhance rather than weaken their original character.

The character and style of older buildings of all types and degrees of merit can be needlessly hidden and thus diminished by misguided improvements. Architectural advice and, where necessary and feasible, the assistance of public programs should be readily available to property owners to assist them in retaining fidelity to the original design.

Along commercial streets, signs on building facades should be in keeping with the style and scale of the buildings and street, and should not obscure architectural lines and details.

POLICY 3

Design new buildings to respect the character of older development nearby.

Care should also be exercised in the design of new buildings proposed near landmarks or in older areas of distinctive character. New and old can stand next to one another with pleasing effects, but only if a similarity or successful transition is achieved in scale, building form, and proportion. The detail, texture, color, and material of the old should be repeated or complemented by the new.

Existing downtown buildings often provide strong facades that enclose the street space or public plazas. The character of these facades should also be respected. Building controls should assure that prevailing heights or building lines will not be interrupted by new construction.

Key Implementing Action

- Require retention of the highest quality buildings and preservation of their significant features. Provide incentives for retention of other highly rated buildings, and encourage retention of their significant features.

  Significant Buildings. Those buildings of the highest architectural and environmental importance—buildings whose demolition would constitute an irreplaceable loss to the quality and character of downtown—would be required to be retained. There are 251 of these buildings. They include all buildings classified as Buildings of Individual Importance and rated as excellent in architectural design, or very good in both architectural design and relationship to the environment.

  These buildings—referred to in the Plan as Significant Buildings—are divided into Category I and Category Ii, the difference being in the extent of alteration allowed. There are 209 significant buildings in Category and 42 significant buildings in Category II.

Significant buildings in Category II can accommodate, because of their depth, more substantial alteration of the back of the building without affecting the building's architectural qualities or appearance or their ability to function as separate structures. Most of these buildings are on deep interior lots with non-architecturally treated side and rear walls. The alteration could be a rear addition to the building visible from the street, a new, taller building cantilevered over the back of the building, or replacement of the rear of the building with a separate, taller structure. The addition or new building would be required to meet the guidelines for new construction in conservation districts.

Demolition of a Significant Building would be permitted only if public safety requires it or, in taking into account the value of TDR, the Building retains no substantial remaining market value.

Changes in the facade, or significant exterior features or interior features designated as landmarks would be reviewed for their consistency with the architectural character of the building by applying criteria, based in part on the Secretary of Interior's Standards for Rehabilitation.

Owners of significant buildings would be required to comply with all applicable codes, laws and regulations governing the maintenance of property in order to preserve the buildings from deliberate or inadvertent neglect.

Contributory Buildings. The Downtown Plan proposes to encourage, but not require, retention of other buildings contributing to the quality and character of downtown. These buildings, called contributory buildings, consist of two groups:

Category III

- Buildings classified as Buildings of Individual Importance and rated very good in architectural quality, but lower than very good in relationship to the environment, or rated excellent or very good in relationship to the environment, and located outside conservation districts. There are 16 of these buildings.

Category IV

- Buildings classified as Buildings of Individual Importance and rated excellent or very good in architectural quality, but lower than very good in relationship to the environment or rated very good in architectural quality and which are located in a conservation district. There are 15 of them.

- Buildings within a conservation district which are classified as Buildings of Contextual Importance. These contextual buildings are buildings that themselves are not as highly rated in architectural design and relationship to the environment as Buildings of Individual Importance, but do make a substantial contribution to the "quality" of an area that contains a number of highly-rated buildings and that is proposed to be given special protection as a conservation district.

While preservation of contributory buildings is desirable and would be encouraged by allowing their owners to transfer unused development rights, their importance is not so great as to justify a requirement that they be retained. Therefore, demolition and replacement or substantial alteration of such buildings would be allowed.

However, if the contributory building is in a conservation district, the design and scale of the modification or the replacement building would be reviewed to assure that the building approximately maintains the character of the district (see discussion of Conservation Districts below.)

Alteration of a contributory building that adversely affects the qualities for which it was given transferable development rights should make it no longer eligible for TDR. Therefore, alterations would have to meet the guidelines for significant buildings in order for the building to retain its transferable development rights.

Once development rights are transferred from a contributory building, alteration or demolition of the building would be regulated by the rules applicable to significant buildings.

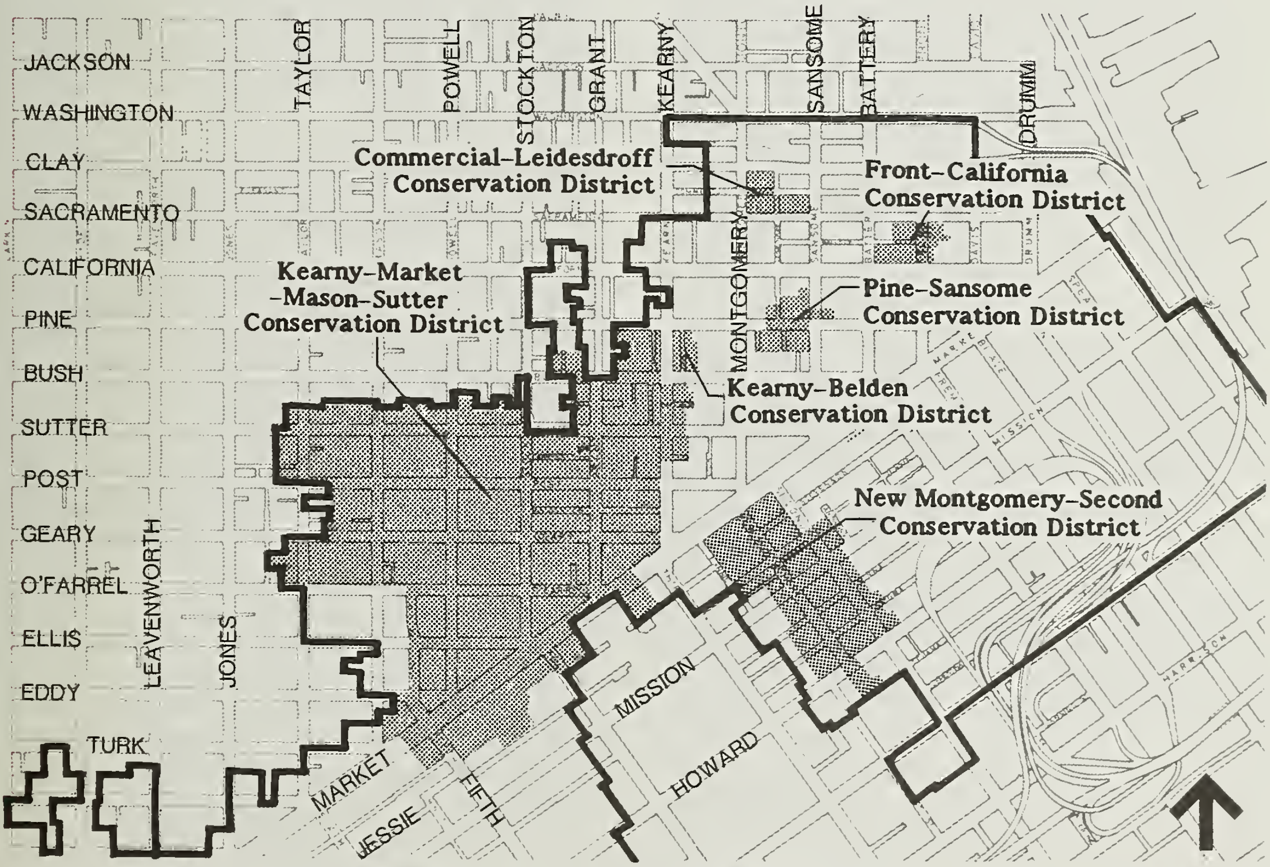
Owners of contributory buildings would be required to comply with all applicable codes and regulations governing the maintenance of the property in order to protect the building from deliberate or inadvertent neglect.

Key Implementing Action

- Create conservation districts in areas with special characteristics and qualities.

  Certain sections of downtown have concentrations of buildings that together create geographic areas of unique quality. In these areas, buildings of a somewhat lesser quality than those required to be retained take on an increased importance. These buildings help create a setting that reinforces and complements the qualities of the more significant structures in the area and their own attributes are more apparent and appreciated.

  Areas containing these concentrations of significant and contributory buildings would be designated as conservation districts to facilitate preservation of the quality and character of the area as a whole.


JACKSON
WASHINGTON
CLAY
SACRAMENTO
CALIFORNIA
PINE
BUSH
SUTTER
POST
GEARY
O'FARREL
ELLIS
EDDY
TURK
LEAVENWORTH
JONES
TAYLOR
POWELL
STOCKTON
GRANT
KEARNY
MONTGOMERY
SANSOME
BATTERY
DRUMM
MARKET
JESSIE
FIFTH
MISSION
HOWARD
Commercial–Leidesdroff Conservation District
Front–California Conservation District
Kearny–Market –Mason–Sutter Conservation District
Pine–Sansome Conservation District
Kearny–Belden Conservation District
New Montgomery–Second Conservation District

DOWNTOWN CONSERVATION DISTRICTS **Map 4**

In these districts, demolition and alteration of significant buildings would be subject to the restrictions applicable to those buildings described above. Contributory buildings as well as unrated buildings could be altered or replaced by new development. However, alterations or new development would be reviewed to assure maintenance of the character of the district. Both significant and contributory buildings would have transferable development rights.

Key Implementing Action

- Allow transfer of the unused development rights from Significant and Contributory Buildings.

Both significant and contributory buildings should be entitled to sell for use on another site "transferable development rights", that is, the difference between the actual square footage of the building to be retained and the square footage of a new building that could be built on the lot as determined by the applicable floor area ratio. These "transferable development rights" (TDR) could be transferred to any parcel or parcels within the same zoning district if the height, bulk, and other rules of this Plan would permit the increased square footage. TDRs from the retail and office districts and to a more limited extent from the general commercial and support districts could also be used in a special development district immediately south of the existing C-3-O district where increased densities are appropriate. Since the square footage is simply transferred from one lot for use on another, the total allowable density downtown would not be increased.

TDRs are proposed as a planning tool to insure the maintenance of sufficient development potential in the C-3 District to accommodate orderly growth and preserve a compact downtown, and to balance the public and private interests affected by the preservation policies. TDRs are not legally necessary to compensate property owners for restricting development of sites of landmarks and significant building sites. Similar restrictions on demolition of landmarks, without TDR, have been sustained by courts in many parts of the country.

URBAN FORM

Background

The urban form chapter includes objectives, policies and actions governing downtown building height and bulk, separation of buildings, sunlight access, wind protection, building appearance, and the relationship of buildings to the street.

HEIGHT AND BULK

OBJECTIVES AND POLICIES

OBJECTIVE 13

CREATE AN URBAN FORM FOR DOWNTOWN THAT ENHANCES SAN FRANCISCO'S STATURE AS ONE OF THE WORLD'S MOST VISUALLY ATTRACTIVE CITIES.

The visual appeal of San Francisco is based on its topography — its hills and ridges and their relationship to the ocean and bay — and on the scale of existing development. This scale is by and large a light-toned texture of separate shapes blended and articulated over the city's topography.

Fitting new development into this environment is, in a broad sense, a matter of scale. It requires a careful assessment of each building site, relating a potential new structure to the size and texture of its surroundings. It means making a very conscious effort to achieve balance and compatibility in the design for the new building. Good scale depends upon a height that is consistent with the total pattern of the land and of the skyline, a bulk that is not overwhelming, and an overall appearance that is complementary to the building forms and other elements of the city. Since the height, bulk and appearance of past development differs within the city, scale is relative.

Historically, the buildings forming San Francisco's skyline and streetscape were harmonized by color, shape, and details. Much effort was made in the past to relate each new building to its neighbors at both upper and lower levels, and to avoid jarring contrasts that would upset the city pattern. Special care was accorded the edges of distinct districts, where transitions in scale are especially important. Similar effort and care must be taken with new development in the future.

Tall buildings are a necessary and expressive form for much of the city's office, apartment, hotel and institutional development. These buildings, as soaring towers in an otherwise light-colored, low-rise city, evidence the city's economic strength. They make economical use of land, offer fine views to their occupants, and permit efficient deployment of public services. If properly placed, tall buildings enhance the topographic form and existing skyline of the city.

A proper plan for building height should weigh all the advantages and disadvantages of height at each location in the city. It should also take into account appropriate, established patterns of building height and scale, seeking for the most part to follow and reinforce those patterns. The plan should recognize the functional and economic needs for space in major centers for offices, high density apartments, and hotels.

Bulk refers to the apparent massiveness of a building compared to its surroundings. A building may appear to have great bulk whether or not it is of extraordinary height. It can block near and distant views and create a disconcerting dominance on the skyline and neighborhood. Users of modern building space may find these bulky forms more efficient, or more logical for combining several uses in a single development. But, these considerations do not measure the external effects upon the city.

The apparent bulk of a building depends primarily upon two factors: the amount of wall surface visible, and how far the structure extends above its surroundings. Accordingly, a plan seeking to avoid excessive bulkiness should consider the existing scale of development in each part of the city and the effects of topography in exposing building sites to widespread view.

In general, the texture of San Francisco, when viewed from close-up or from afar, is one of small-scale buildings covering the hills on a grid street pattern, punctuated by green space and occasional larger significant structures, such as churches, schools, and hospitals. The collective mass of office buildings in the Financial District has become the most prominent man-made component of the skyline. The bridges, Twin Peaks, and Golden Gate Park, remain distinctive and identifiable, but increasingly, the intense cluster of large-scale structures is the city's dominant image. The bulkiness and repetitive boxiness of many recent structures have obscured the fine-scale sculptured skyline of pre-World War II San Francisco. To create a new sculptured skyline, new buildings must have generally thinner and more complex shapes.

Control of building bulk limits the impact of building mass. At the streetscape — the closest view — building mass directly affects the light and air on the street, on plazas, and on adjacent buildings. The mass of an individual building dominates the scene from a pedestrian's view.

Views down a street or from upper floors of buildings across the downtown enable the mass and shape of buildings to be compared with one another. Here relationships of building forms to other building forms become important. An excessively bulky building can obscure views to and from other buildings.

At a distance of a mile or more, relationships among buildings form a skyline image — a combined mass and shape. The bulk and form of the individual structures — most particularly the taller, larger structures and those at the edge of downtown — affect the skyline image.

Bulk controls should address the impact of a building at the streetscape view, its relationship to neighboring buildings, and its cumulative impact on the skyline as a whole. Controls should provide a building envelope that offers a latitude for individual building design, but in harmony with the whole.

POLICY 1

Relate the height of buildings to important attributes of the city pattern and to the height and character of existing and proposed development. (See Map 5)

Downtown height controls should be consciously structured and varied to create specific areas which simulate the natural hills that characterize San Francisco. Taller buildings should be clustered to promote the efficiency of commerce and avoid unnecessary encroachment upon other areas. The downtown financial core — the major place of tall buildings in the city — should be kept separate from other less intense activity areas in surrounding low rise development. It should taper down to the shoreline of the Bay. Other highrise nodes should be kept away from the base or sides of hills as far as possible, or should be restrained from further intrusion onto hillsides.

In previous eras of city building, the height of new development within an area might be expected to vary considerably. The pressure to maximize development on a site was not as significant a factor then. Under such conditions, extended areas with the same height limit did not pose any city form problems. A natural variety of heights resulted in a complex, interesting city form.

There is now, however, an increasing tendency to build to the height limit, particularly in height districts lower than 400 feet. When many buildings are constructed at the height limits, a visible lining up of building tops occurs. This phenomenon called benching causes an awkward city form.

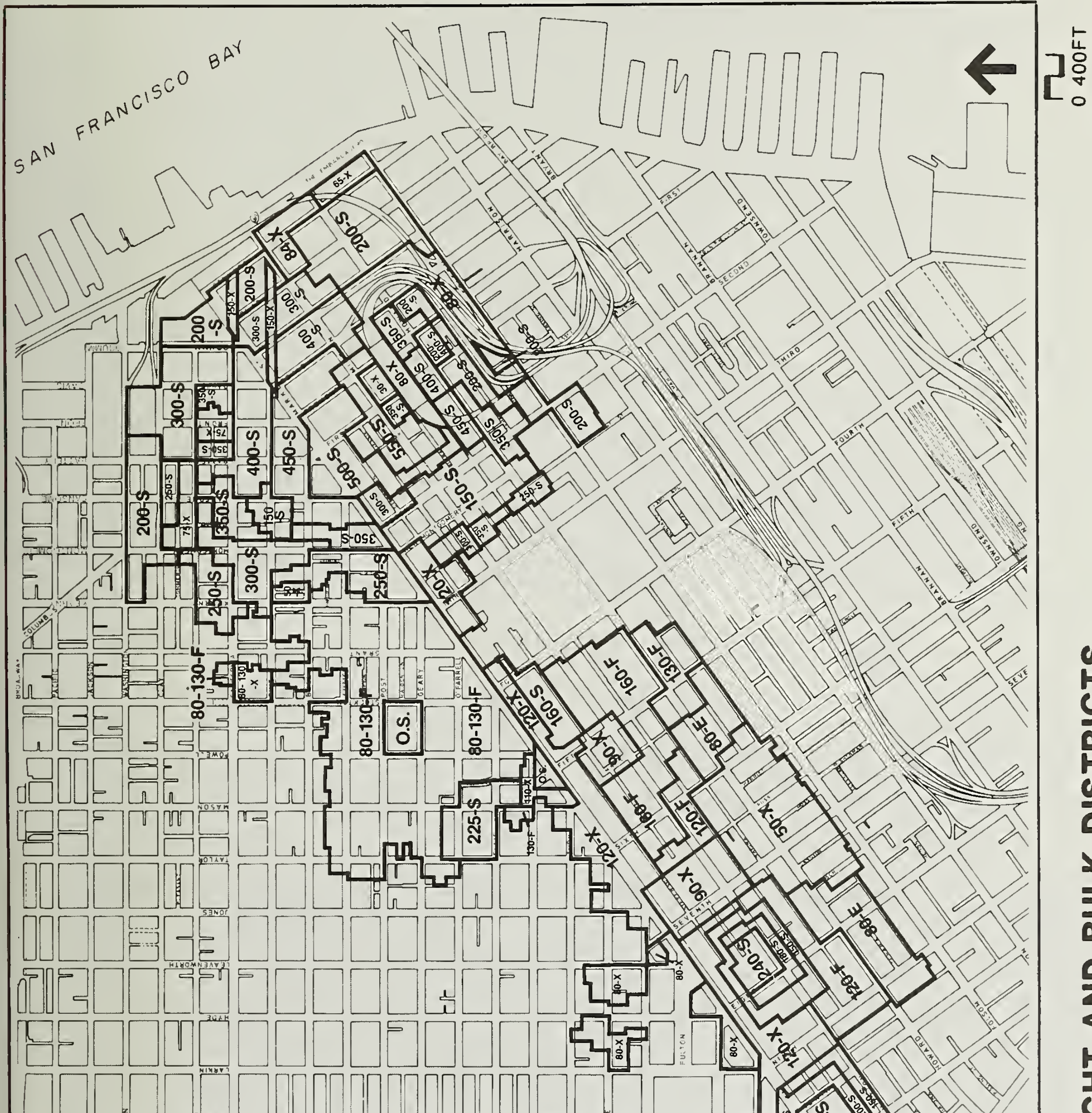
To avoid this benching effect, narrower height districts of varied height and mechanisms which allow greater height for more slender buildings should be created. Height limits should be structured so as to allow the presence of new buildings to affect the existing skyline in a positive way, softening existing "benching," and providing more variety and interest in the skyline and general view of the city.

POLICY 2

Foster sculpturing of building form to create less overpowering buildings and more interesting building tops, particularly the tops of towers. (See Figures 2 and 3 on page 30)

As buildings increase in height, they should be sculptured or shaped to appear increasingly slender and delicate. Modifying the silhouette of a building, making the more visible upper portion slender, offsets the building's bulkiness.

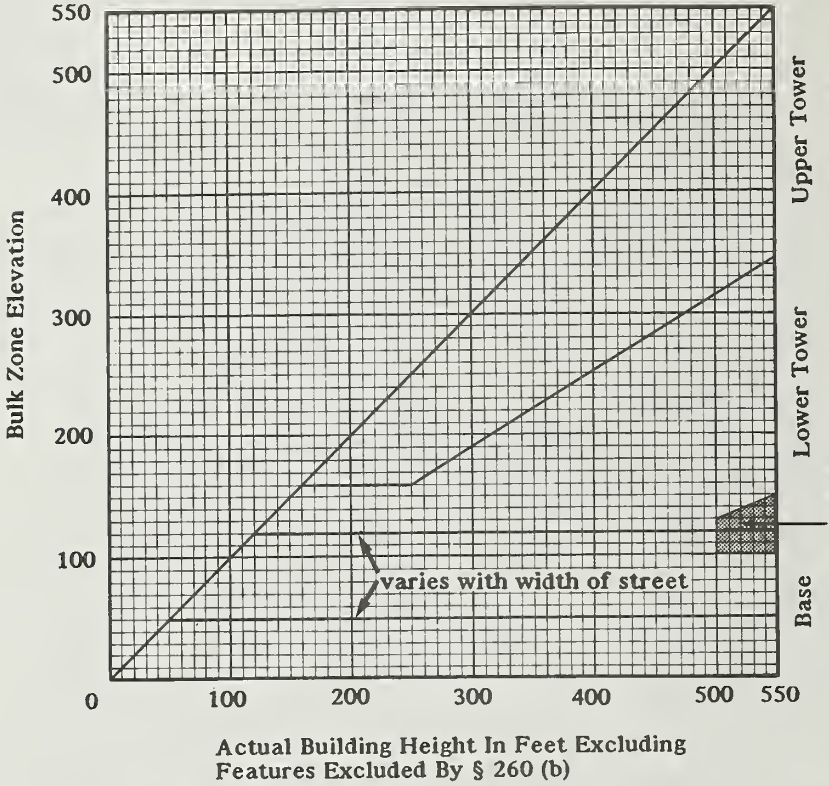
The shape given to the top portion of every large structure should consider the building's position in city views. Prominent buildings should be consciously designed to contribute to a graceful skyline in harmony with the texture of development on surrounding hills. Buildings below the city silhouette, but still prominent in views, should contribute to an overall sculptural form — avoiding awkward or overscaled blunt forms. The tops of all buildings should be interesting to look at from nearby towers.


SAN FRANCISCO BAY
0 400FT
84-X
65-X
200-S
300-S
400-S
450-S
500-S
550-S
350-S
250-S
150-S
120-X
80-130-F
80-130
O.S.
225-S
160-S
160-F
130-F
90-X
80-E
120-F
50-X
240-S
320-S
80-X
70-X
96-X
MARKET
MISSION
HOWARD
FOLSOM
FIRST
SECOND
THIRD
FOURTH
FIFTH
SIXTH
SEVENTH
TOWNSEND
BRANNAN
BRYANT
HARRISON
POWELL
MASON
TAYLOR
JONES
LEAVENWORTH
HYDE
LARKIN
POLK
VAN NESS
FRANKLIN
GOUGH
OCTAVIA
CALIFORNIA
PINE
BUSH
SUTTER
POST
GEARY
O'FARRELL
ELLIS
EDDY
TURK
GOLDEN GATE
MC ALLISTER
FULTON
OAK
PAGE
HAIGHT
WALLER
WASHINGTON
SACRAMENTO
JACKSON
CLAY
BROADWAY
PACIFIC
OTIS
MC COPPIN

Map 5

PROPOSED HEIGHT AND BULK DISTRICTS

Figure 2 **BULK LIMITS**



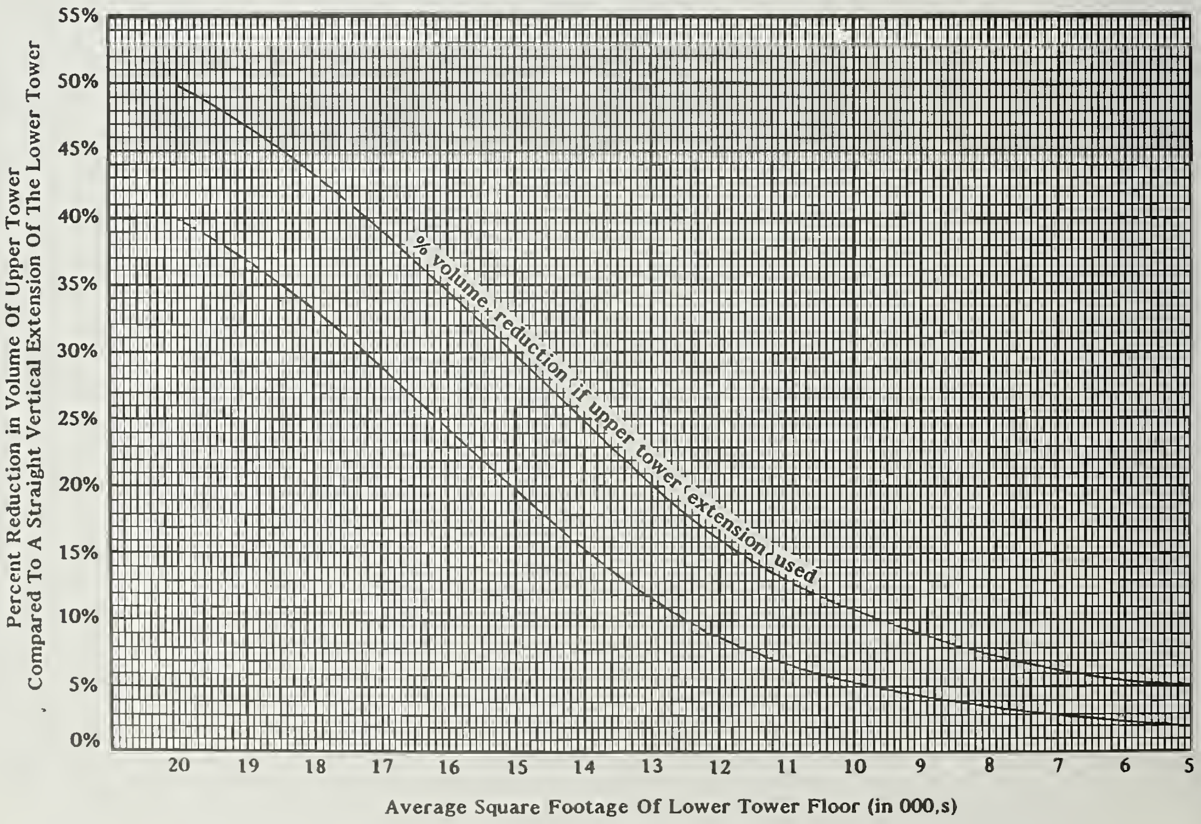
Max. length 130 ft.
Max. Average Diagonal 160 ft.
Max. Average Floor size 12,000 sq. ft.
Max. Floor Size 17,000 sq. ft.
Volume reduction as determined by bulk control Chart B

Max Floor Size 20,000 sq. ft.
Max. Average Floor Size 17,000 sq. ft.
Max. Length 160 ft.
Max. Diagonal 190 ft.

Exceptions for buildings over 500 feet in height solely to accomodate elevators
Max. length 190 ft.
Max. Diagonal 230 ft.
Max. Floor size 25,000 sq. ft.

Height of Base Zone may not exceed 1.25 times the width of largest abutting street.
No area or plan restrictions
No Maximum Floor size

Figure 3 **BULK CONTROL UPPER TOWER VOLUME REDUCTION**



Skyline effects of existing box-shaped buildings should be masked or softened by new tall, well-composed buildings similar in height to nearby towers should be shaped and detailed to disguise the similarity.

POLICY 3

Create visually interesting terminations to building towers.

All buildings should be massed or otherwise designed or articulated to create a visually distinctive termination of the building facade. The intent is to return to the complex visual imagery of the surrounding hillsides and to the complex architectural qualities of older San Francisco buildings. However this does not mean that literal employment of historical detailing is encouraged, although that may be called for in particular circumstances. What is desired is the evolution of a San Francisco imagery that departs from the austere, flat top box — a facade cut off in space.

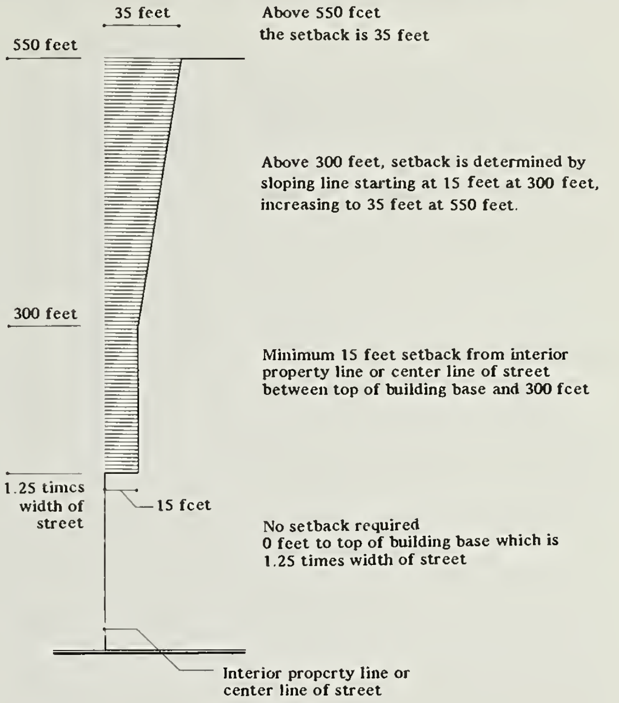
POLICY 4

Maintain separation between buildings to preserve light and air and prevent excessive bulk. (See Figure 4)

Every major highrise should be designed to be a good neighbor to surrounding towers, recognizing that a potential exists to build additional structures in the immediate vicinity. Setbacks on interior property lines and setbacks on narrow south of Market streets, should be provided to assure adequate separation between towers even though the structures are on relatively small lots.

Figure 4

SEPARATION BETWEEN TOWERS


35 feet
550 feet
Above 550 feet the setback is 35 feet
Above 300 feet, setback is determined by sloping line starting at 15 feet at 300 feet, increasing to 35 feet at 550 feet.
300 feet
Minimum 15 feet setback from interior property line or center line of street between top of building base and 300 feet
1.25 times width of street
15 feet
No setback required
0 feet to top of building base which is 1.25 times width of street
Interior property line or center line of street

Bank of America

SUNLIGHT AND WIND

Background

The existing land use controls give little attention to the effect of building form on the loss of sunlight and the creation of wind. The shadow and wind studies done as part of the elaborate environmental review process initiated after existing controls were adopted, along with the special analysis of wind and sun which has been undertaken recently have heightened public concern over these issues. The blockage of sunlight to St. Mary's Square caused by the Telephone Building on Pine Street and the wind currents around Fox Plaza, the Federal Building, and the U.S. Assessor's Building are dramatic examples of the impact of inappropriate building forms on the pedestrian environment.

Pedestrian comfort depends on the combined effects of sun, wind, temperature, and humidity. Locations exposed to the wind and shaded by buildings are seldom comfortable in San Francisco's typically cool temperatures.

OBJECTIVES AND POLICIES

OBJECTIVE 14

CREATE AND MAINTAIN A COMFORTABLE PEDESTRIAN ENVIRONMENT.

POLICY 1

Promote building forms that will maximize the sun access to open spaces and other public areas.

Given San Francisco's temperate climate, the warmth provided by direct sunlight can make a significant difference in the physical comfort experienced in these spaces.

Buildings to the south, east, and west of parks and plazas should be limited in height or effectively oriented so as not to prevent the penetration of sunlight to such parks and plazas.

In addition to parks and plazas there are certain locations in the downtown where direct sunlight is very important. They include shopping streets in the retail district, and alleys with a high concentration of eating and drinking establishments and a high volume of lunchtime pedestrian use.

New buildings adjacent to these spaces should be shaped to minimize the shadow that is cast by the building on the public space.

POLICY 2

Promote building forms that will minimize the creation of surface winds near the base of buildings.

Variation in ground level wind impacts is related to several factors:

- Exposure of the building to the prevailing wind direction, the more exposed a building is, the greater the volume and momentum of the wind intercepted, and the greater the potential for wind accelerations at street level.

- The shape, area and uniformity of the upwind facade. Relatively large, uniform facades typically result in greater wind accelerations than do narrow or complex facades with numerous setbacks.

These factors should be taken into account in the massing and detailing of new buildings. Exposed facades should use setbacks at various levels, and other configured shapes and design features, to reduce wind impact. In buildings of a size likely to cause problems, wind tunnel tests of alternative building masses should be undertaken and the results employed in selecting the shape of the building. As a general rule, a building form should not be used which causes wind speeds to exceed eleven miles per hour in areas where people are walking and seven miles per hour where people are sitting.

BUILDING APPEARANCE

OBJECTIVES AND POLICIES

OBJECTIVE 15

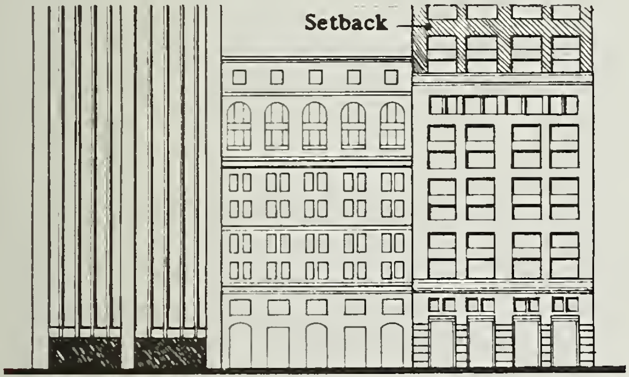
TO CREATE A BUILDING FORM THAT IS VISUALLY INTERESTING AND HARMONIZES WITH SURROUNDING BUILDINGS.

POLICY 1

Ensure that new facades relate harmoniously with nearby facade patterns.

When designing the facade pattern for new buildings, the pattern of large nearby existing facades should be considered to avoid unpleasant juxtapositions. Incongruous materials, proportions, and sense of mass should be avoided.

As a general rule, facades composed of both vertical and horizontal elements fit better with older as well as most new facades.



The all vertical pattern of this building has little in common with the center structure

Strong verticals and horizontals strong base and similar street wall height help give building a positive relationship to center building

POLICY 2

Assure that new buildings contribute to the visual unity of the city.

For the most part, buildings in San Francisco are light in tone. The overall effect, particularly under certain light conditions, is that of a whole city spread over the hills. To maintain continuity with this existing pattern, disharmonious colors or building materials should be avoided. Buildings should be light in color. Highly reflective materials, particularly mirrored or highly reflective glass, should be used sparingly.

POLICY 3

Encourage more variation in building facades and greater harmony with older buildings through use of architectural embellishments and bay or recessed windows.

STREETSCAPE

OBJECTIVES AND POLICIES

OBJECTIVE 16

CREATE AND MAINTAIN ATTRACTIVE, INTERESTING URBAN STREETSCAPES

POLICY 1

Conserve the traditional street to building relationship that characterizes downtown San Francisco.

San Francisco is noted for streets that are at the property line with little or no space between them. This historical pattern of development gives San Francisco its intense urban quality.

This pattern should be preserved and fostered. Structures generally should be built to the street property line along the entire frontage to a sufficient height for proper definition of street space. Exceptions to this streetwall should be allowed to create open space and circulation space where desirable and appropriate. However, open spaces should not be so frequent or close together that they undermine the sense of a continuous streetwall.

POLICY 2

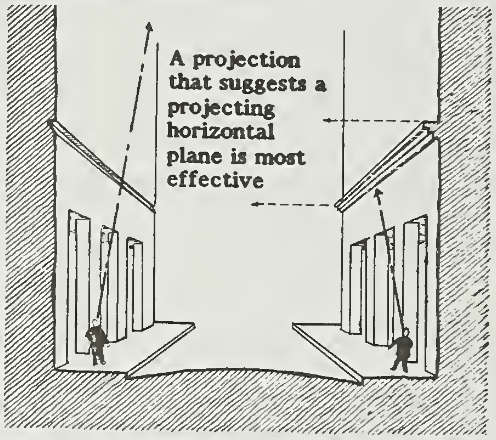
Provide setbacks above a building base to maintain the continuity of the predominant streetwalls along the street.

Many downtown streets contain ornate older buildings of modest scale, which should be preserved for future generations to appreciate. While the heights of these buildings vary when taken together, they often create a sense of a unitary street facade or wall. This street wall gives continuity and unity to the streetscape. The intrusion of large, flat planed modern buildings among small-scaled and decorated older buildings can break up the continuity and unity.

If the new taller building is set back an appropriate distance above the existing predominant streetwall height, the upper portion of the building will not be perceived as part of the streetwall, and if the lower portion were given a similar texture and projecting cornice the disruption would be minimized. The depth of the setback required would be a function of the width of the street and the height of the existing streetwall.

The height of the streetwall cannot be determined with great precision by a mathematical formula. Often there is considerable variation in the heights of buildings on the same block. Determination of an appropriate streetwall height for the new building is a question of judgment — "What height would be consistent with the general scale of the buildings on the block that are likely to remain?" This question would be resolved in a case-by-case basis.

In areas where there is no pre-existing streetwall worth of retention, setbacks may not always be needed if a strong, pedestrian scaled building base is crated and the building tower is well separated from other towers. However, setbacks might still be needed for sunlight access or to create windbreak.


A projection that suggests a projecting horizontal plane is most effective

At the base of a building with a recessed band vision can slide by along the surface of the building

The projecting beltcourse firmly interrupts the line of vision and sets a scale for the street.

POLICY 3

Maintain and enhance the traditional downtown street pattern of projecting cornices on smaller buildings and projecting belt courses on taller buildings.

The projecting cornice is a very distinctive San Francisco architectural feature. Most older buildings have them. Most tall older buildings also have horizontal architectural features that clearly define the building base at a level typically half to one times the width of the street. These projections, together with the generous use of decorative embellishments, contribute to the architectural sense and comfortable human scale of downtown San Francisco. Their contemporary use should be encouraged in new development. Alternative means of terminating the shorter building or defining the base of a taller one could be employed if effective in creating a sense of street scale. However, it is extremely difficult to do this unless one's eye is interrupted by a projection as it moves up the facade from the base. Change of color, colored bands, and grooves are generally ineffectual and rely on the projections on adjacent buildings for what effect they do have.

POLICY 4

Use designs and materials and include activities at the ground floor to create pedestrian interest.

Retail Uses

Shops and restaurants contribute liveliness and visual interest to street frontages, lobbies and plazas of office buildings. Group floor space fronting on streets, pedestrianways, plazas, and courtyards outside the retail district should be devoted primarily to retail and service uses that are of interest to pedestrians and that meet the needs of workers and visitors to nearby buildings.

Glass

The use of clear untinted glass on the first two or three floors of buildings permitting pedestrians to glimpse the activity within, contributing to the overall sense of liveliness of the street. Dark tinted windows create a blank impersonal street front with no sense of life or activity, and should be discouraged.

Detailed Bases

Incorporation of visually interesting details and/or decoration into the design of the base avoids an excessively dull frontage.

Decorative features, including the detailing found on many older and some contemporary designs, assure needed visual interest for the pedestrian. They should be used whenever practical.

Textured Blank Walls

When blank walls are unavoidable, they should be made less oppressive through the interesting patterns and scale-giving feature.

POLICY 5

Encourage the incorporation of publicly visible art works in new private development and in various public spaces downtown.

The quality of life is enriched by art and artistic expression in many varied forms. The worker or visitor to downtown spends many hours in an environment of office buildings and commercial enterprises. Art in this environment can offer a counterpoint, attract the eye, stimulate the imagination, arouse emotions or just cause a momentary interest or amusement.

In the past, many prominent buildings included sculptured relief, ornate custom grillwork, mosaics, murals, carvings, as well as statuary and other forms of artistic embellishment. Buildings were less separable from art and artistic expression.

To reestablish this tradition of enhancing the environment for all to enjoy, artwork should be incorporated in new buildings and public spaces in downtown. Art work is required for all new public buildings of the City and County. The Redevelopment Agency has successfully used a requirement for art work in its downtown redevelopment projects to obtain major fountains, sculpture, and other artworks which have made a substantial contribution to the quality of the downtown environment.

Sculpture, bas-relief, mosaics, murals, and decorative water features are among the types of artwork that should be provided.

MOVING ABOUT

Background

Even in the days when San Francisco was a port and fishing village, access to downtown was critical in generating and accommodating growth in the city. Located at the upper end of a 40-mile peninsula, the city grew almost exclusively on the support of a waterborne transportation system.

Ferries provided the links to Marin, and the East Bay, and up the Delta to early rail connections inland. In time, this regional ferry network became quite extensive and moved 37 million persons a year into and out of downtown. The ferry boats were met by electric railroad transit systems, including a third-rail electric commuter railway from Sausalito north to San Rafael. A similar overhead-wire electric inter-urban system in the East Bay connected directly to Emeryville, Berkeley, Oakland, Alameda, and places as far as Chico. These systems were supported by miles of electric streetcar and cab car systems. The focus of all these networks at one point—downtown San Francisco—made it the most accessible by land and water in the Bay Area.

Thus established, downtown San Francisco continued to grow. To make growth possible, the transportation systems were altered and expanded over successive decades. The Bay Bridge was opened in 1936, and the Golden Gate Bridge a year later. These two connections provided direct access for trains and automobiles and spelled the decline and virtual elimination of ferry boats.

During World War II, the transportation system was taxed to its maximum capacity. Very little additional expansion of the basic networks occurred. Following the war, several dramatic changes took place. The San Francisco Municipal Railway (MUNI) absorbed the Market Street Railway, its larger, privately owned competitor, as well as most of the independent cable car operators. Fifteen years of deferred maintenance had taken its toll on streetcar and cable car lines. These were replaced by trolley buses and motor buses. Freeways were planned and construction begun. Interurban rail tracks were removed in 1958 from the lower deck of the Bay Bridge to increase capacity. The State enacted a law for toll bridge payment of an underwater rail subway tube if any regional transit system was ever constructed. Early proposals for subways under Market Street date back to the 1920s, but it wasn't until 1962 that the three-county Bay Area Rapid Transit District (BART) was approved by the voters.

By the time BART's transbay revenue trains once again provided direct passenger rail links to the East Bay in 1974, the city had already experienced the "freeway revolt." The freeway system had been stopped. The second bridge across the Bay was voted down. The Embarcadero Freeway had been recommended for removal. The completion of I-280 to the Bay Bridge had been deleted from the Interstate Highway System. The planned system of grade-separated roadways had been only partially constructed.

The City Planning Commission and Board of Supervisors adopted a "transit first" transportation policy in 1973. The fragile environment of San Francisco was too important to be dismantled and disrupted by the scale of infrastructure required to support an "automobile first" policy. The city's Master Plan called for accommodating future growth downtown with public transit.

In the ten years since adoption, the "transit first" policy has worked well. Millions of square feet of office space, hotels, and retail have been constructed, and thousands of additional person work downtown. There has been no significant increase in automobile infrastructure. The downtown streets have been strained, but remain serviceable because of the success of the transit first policy.

The city's policy has worked because the years since 1972 have included opening BART, creation of the Golden Gate Transit ferry and bus system to the North Bay counties, creation of SamTrans to acquire and expand former Greyhound service to San Mateo County, opening of MUNI Metro as a light-rail urban subway system serving one-quarter of the city's neighborhoods, and federally assisted expansion of bus service throughout the region. Recently, the responsibility for operating the Southern Pacific (SP) commuter service was assumed by Caltrans. Plans are under way to expand and possibly extend this service closer to downtown. Taken together, the last ten years have brought a significant addition to transit access to downtown San Francisco.

Downtown employment may grow by as much as 90,000 jobs by the year 2000. Conditions would deteriorate significantly if employment growth results in many more cars downtown. For this reason, the Downtown Plan does not recommend expanding the capacity of streets and bridges to accommodate an increase in the number of cars entering the general downtown area during the peak period. Nor does it advocate lengthening the peak period to more than two hours to accommodate more commuters. This is already happening and it could be encouraged by promoting staggered work hours. However, extending the peak would require an expansion of the parking supply and will increase street congestion and further restrict regional mobility. The Plan, therefore, contemplates another strategy with two principal efforts.

Effort 1: Increase the number of commuters per vehicle

Ridesharing should be expanded. The increase in average auto occupancy rates shown in Table 2 might be achievable through increased use of carpools and vanpools and these increases should be established as a planning goal.

The extent to which increases in ridesharing can be achieved is primarily dependent upon the incentives provided to carpoolers/vanpoolers. Feasible increases vary from corridor to corridor because of the differences in ridesharing incentives that can be provided.

The coordination of ridesharing activities, (such as is being performed by RIDES for Bay Area Commuters and transportation brokers) and low cost, reserved parking spaces for vanpools (as is being provided in various Caltrans lots underneath the freeways) are available to commuters from all corridors. Other incentives are quite different from corridor to corridor. The East Bay corridor has three toll free high occupancy vehicles (HOV) lanes at the approach to and the metering area beyond the Bridge toll plaza. Returning commuters have an exclusive HOV lane and on ramp to the Bay Bridge via Bryant and Sterling Streets. The North Bay corridor has a HOV lane on U.S. 101 from Greenbrae to Richardson Bay Bridge and has free tolls to HOVs but no exclusive by-pass lanes. The South Bay corridor has a HOV lane on I-280 southbound between Sixth Street and just north of the U.S. 101 interchange. As commute times are extended because of congestion these ridesharing incentives will become stronger.

There are no incentives currently provided to San Francisco commuters on freeways (except the HOV lane on southbound I-280) and surface streets. In the short term it is expected that the difficulty and expense of parking will be the primary incentive for ridesharing by San Francisco commuters.

TABLE 2

RIDESHARING

(COMMUTER OCCUPANCY RATE PER VEHICLE)

Corridor	Existing	Year 2000 Goal	Percentage Increase
East Bay	2.42	2.83	16%
North Bay	1.47	1.68	14%
Peninsula	1.76	1.94	10%
San Francisco	1.24	1.36	9%
All Corridors	1.48	1.66	12%

If these increases can be achieved it would mean an additional 12,000 people could travel by automobile from the three regional corridors without increasing the number of automobiles.

Effort 2: Increasing the number and percentage of commuters using transit

By increasing the percentage of downtown commuters using transit to 70% from the existing 64% as shown in Table 3 (and assuming the ridesharing goals can be met) the projected additional workers can be accommodated without increasing the total number of commuter vehicles. This percentage increase should be established as a planning goal.

This goal could be achieved with the following additions to transit capacity and other measures: (1) projects in the vehicle acquisition plans of the transit operators current 5-year plans and capacity increases for MUNI, Golden Gate, SamTrans and A/C of from 2% to 2.5% per year beyond current 5-year plans to 2000; (2) construct a MUNI-Metro Turnaround at Embarcadero; (3) purchase additional cars to make BART Transbay trains all 10-cars during peak period; (4) extend MUNI-Metro to 4th and Townsend Streets; and (5) an effective implementation and enforcement program for transit preferential treatments on downtown streets.

These two goals — increasing the percentage of workers commuting downtown by transit in the two-hour peak from 64% to 70% and increasing the occupancy rate for persons per vehicle to 1.66 persons per vehicle — are formidable goals. But they must be achieved if the project rate of employment growth is to be manageable.

TABLE 3

CHANGE IN USE OF AUTO AND TRANSIT -FOR COMMUTE TRIPS

	AUTOMOBILE		TRANSIT	
Year	Persons	Percent	Persons	Percent
1984	68,400	36%	116,600	64%
2000	76,900	30%	179,400	70%

The Plan describes a number of implementing actions in order to carry out Effort I to increase ridesharing and Effort II to increase transit ridership. These implementing actions, while not all are required to accommodate forecasted downtown growth would make a contribution to overall transportation efficiency and reduce congestion from current levels. To the extent various actions are carried out, commuters, shoppers and visitors in the year 2000 will experience less congestion, more comfort, less pollution, and fewer inconveniences in moving to, from and through downtown than they do today.

MOVING TO AND FROM DOWNTOWN

OBJECTIVES AND POLICIES

OBJECTIVE 17

DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM DOWNTOWN.

The automobile cannot serve as the primary means of travel to and from downtown. An alternative means — convenient and of greater efficiency — is required. Good, direct transit service is available from almost all parts of the city to downtown. Transit is the dominant means of travel during the rush hours. Nevertheless, travel is often slow, and vehicles are crowded during the rush hours.

Crowding can never be eliminated completely. However, it is important for continued patronage and rider comfort that trunklines serving outlying districts provide seats for all passengers and that short-term standing riders be allotted adequate space. Travel to downtown should be possible in less than 30 minutes from all parts of the city. It can be achieved with express buses, exclusive bus lanes, and construction of rapid transit lines.

The use of transit for travel from the suburbs to downtown can only become the primary travel mode over the long run with the extension of a good regional transit system connecting downtown to other parts of the Bay Area.

Rapid Transit Lines

POLICY 1

Build and maintain rapid transit lines from downtown to all suburban corridors and major centers of activity in San Francisco.

The city and much of the region should continue its commitment to a transit first policy with respect to intercity commuter travel. Rapid rail transit probably offers the most competitive service in relation to automobile travel. It also offers the highest possible capacities in transit service. The use of BART or any other line-haul rail system is dependent to a great extent on access to and from stations in outlying residential areas and employment centers. Well-planned suburban feeder systems should be provided.

Non-rail Transit

POLICY 2

Expand existing non-rail transit service to downtown.

Given the capacity of roads and bridges leading to and from downtown, which are not likely to be expanded significantly, the projected growth in downtown employment can only be accommodated by expanding the peak commute period and expanding the use of carpooling and/or expanding transit service to and from downtown. Until rail transit is available, non-rail transit service, particularly from the East Bay and from within San Francisco, should be increased. Various carriers serving downtown should develop long-range service expansion plans to accommodate the projected demand generated by downtown San Francisco growth.

Transit Lanes

POLICY 3

Establish exclusive transit lanes on bridges, freeways and city streets where significant transit service exists.

Transit lines should provide more efficient service by operating on their own rights-of-way. These should be instituted on bridges, freeways and thoroughfares leading into the city, such as on the Waldo Grade and Golden Gate Bridge, and interconnect, where feasible, with a system of exclusive bus lanes or other transit-priority street segments in the city.

Transit Transfers

POLICY 4

Coordinate regional and local transportation systems and provide for interline transit transfers.

To increase the usefulness and convenience of transit systems, transit users should be able to transfer freely from one system to another. The points of interchange should be clearly identified. The creation of new fare recording mechanisms based on a magnetically encoded card, such as the "Fast Pass" or BART ticket, would expand interline travel.

Free, or low cost transfer should be available between MUNI and each of the suburban transit operators. Suburban residents often require MUNI service to extend their trips within San Francisco.

Transit Terminals

POLICY 5

Provide for commuter bus loading at off-street terminals and at special curbside loading areas at non-congested locations.

Off-street terminals are preferable to curbside locations because they provide adequate back-up space for passenger waiting, ticketing and loading. They also provide convenient transfers among different systems. On the other hand, loading and unloading points should be conveniently distributed throughout downtown to make transit attractive to intercity commuters. As opportunities present themselves off-street terminals should be developed. Until adequate terminals can be provided, commuter buses should load and unload at designated and easily identifiable curbside locations such as Market Street. They should be chosen to minimize conflict with pedestrian flows.

POLICY 6

Make convenient transfers possible by establishing common or closely located terminals for local and regional transit systems.

One or two new terminals should be developed, or an existing one upgraded, to accommodate buses and rail services provided by various regional and local lines. The terminals should be in close proximity to, or fully integrated with, BART stations and MUNI terminals to make transfers between lines possible by a short walk. Priority should be given to a location or locations where existing and future intensities of development are highest.

Ferries

POLICY 7

Continue ferries and other forms of water-based transportation as an alternative method of travel between San Francisco and the north bay.

For communities in Marin County, ferry or high-speed water craft offers an alternative means of travel to downtown. It offers an efficient and pleasant way to commute and should be continued. As ridership and location warrant, water-based transportation should be developed to other locations in the Bay Area.

OBJECTIVE 18

ENSURE THAT THE NUMBER OF AUTO TRIPS TO AND FROM DOWNTOWN WILL NOT BE DETRIMENTAL TO THE GROWTH OR AMENITY OF DOWNTOWN.

Increasing automobile traffic means more environmental damage and greater inconvenience. A basic premise of the Transportation Element of the Master Plan is that a desirable living and working environment and a prosperous business environment cannot be maintained if traffic levels continue to increase without limits. Various methods should be used to control and reshape the effect of automobiles on the city, and to promote other means of transportation to improve the environment.

POLICY 1

Do not increase (and where possible reduce) the existing automobile capacity of the bridges, highways and freeways entering the city.

The established policy of limiting access into and through the city by automobiles should be maintained. This policy works in conjunction with policies calling for increasing transit for commuters to San Francisco. More vehicular access into the city conflicts with environmental objectives, overloads the city street system, and jeopardizes the city's commitment to mass transit. This policy allows for the introduction of exclusive bus lanes on bridges, highways, and freeways where these lanes are compatible with transit systems and where they will help provide better service.

Carpools-Vanpools

POLICY 2

Provide incentives for the use of transit, carpools and vanpools, and reduce the need for new or expanded automobile parking facilities.

The alternatives to expanding automobile facilities are to make existing facilities serve more people and to use other ways of getting people where they want to go. Single-occupancy automobile use is incompatible with the need to conserve energy and land, the need to reduce congestion on thoroughfares, and the need to reduce auto emissions.

Actions that make transit more convenient, economical and reliable should remain a high priority for San Francisco. Carpooling should be encouraged for those work trips which cannot be made conveniently by transit.

Employers should be encouraged to provide incentives for transit use and carpooling by employees. A transit subsidy, such as the provision of a transit "fast-pass," could be an alternative to the provision of free employee parking. Where an employer already has parking spaces available for employees, these spaces should be reserved for those persons who carpool.

Commuter Parking

POLICY 3

Discourage new long-term commuter parking spaces in and around downtown. Limit long-term parking spaces serving downtown to the number that already exists.

A basic premise of this Plan is that additions to the commuter load brought about by job growth should not be accommodated by additional automobiles. Bringing more autos to downtown would only add to the congestion which already is approaching unacceptable levels in some parts of downtown. More autos would also add to air pollution. New long-term public parking facilities should be limited to those needed to replace parking eliminated in the downtown core. However, although it is preferable that all replacement of long-term spaces displaced in the downtown occur on the periphery, a small number of long-term spaces may be provided within new buildings in the downtown core, if, taking into account aggregate displacement of long- and short-term parking, the total number of spaces in downtown is not increased and excessive congestion in the immediate vicinity is not created. Parking entrances should not conflict with transit preferential lanes.

POLICY 4

Locate any new long-term parking structures in areas peripheral to downtown. Any new peripheral parking structures should: be concentrated to make transit service efficient and convenient; be connected to transit shuttle service to downtown; provide preferred space and rates for van and car pool vehicles.

POLICY 5

Discourage proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished.

Bicycles

OBJECTIVE 19

PROVIDE FOR SAFE AND CONVENIENT BICYCLE USE AS A MEANS OF TRANSPORTATION.

The bicycle is becoming more acceptable as an alternative to the automobile for work and shopping purposes. As streets become more congested, some people are finding that they can move about the city more quickly, enjoyably and economically on bicycles.

POLICY 1

Include facilities for bicycle users in governmental, commercial, and residential developments.

Provision should be made for bicycle parking in conjunction with automobile parking in existing and new parking lots and garages. Secure and conveniently located bicycle parking should also be provided in major new construction.

POLICY 2

Accommodate bicycles on regional transit facilities and important regional transportation links.

There should be more opportunity for cyclists to commute to San Francisco with their bikes by using regional transit modes such as BART, the ferry system, the Caltrans Bay Bridge bicycle shuttle and trains. Certain commute buses should also provide carrying racks for bicycles.

POLICY 3

Provide adequate and secure bicycle parking at transit terminals.

Providing adequate and secure bicycle parking facilities at transit terminals is another means of promoting bicycle use by commuters. Public and private parking garages should designate otherwise unused corners or other areas for joint bicycle and motorcycle parking, particularly near high-density employment centers.

MOVING AROUND DOWNTOWN

OBJECTIVE 20

PROVIDE FOR THE EFFICIENT, CONVENIENT AND COMFORTABLE MOVEMENT OF PEOPLE AND GOODS, TRANSIT VEHICLES AND AUTOMOBILES WITHIN THE DOWNTOWN.

The proper functioning of downtown is dependent upon compactness, strength of internal accessibility, and convenient access to downtown from other parts of the region. This section is concerned primarily with the need for proper circulation within downtown for vehicles and pedestrians, and with the organization of transit terminals and parking facilities.

The density of daytime downtown population and the resulting density of trips call for movement of people to take place in the most efficient and least space-consuming methods, such as walking and public transit. This in turn calls for controlling the automobile in the downtown area.

In addition to improvements in the pedestrian system and the pedestrian environment, every effort should be made to ensure that better transit service is provided so that transit increasingly becomes the prevailing method of travel.

Auto Circulation

POLICY 1

Develop the downtown core as an automobile control area.

San Francisco's downtown core is an intensely populated area functioning as the region's financial, administrative, shopping and entertainment center. Within this compact area, priority should be given to the efficient and pleasant movement of business clients, shoppers and visitors, as well as to the movement of goods. A continuing effort should be made to improve pedestrian, transit and service vehicle access and circulation. These functions must have priority use of limited street and parking space. The impact of the private commuter vehicle, in particular, and excessive automobile traffic, in general, must be reduced.

POLICY 2

Organize and control traffic circulation to reduce congestion in the core caused by through traffic and to channel vehicles into peripheral parking facilities.

Traffic passing through the downtown core to reach other destinations, such as North Beach, the Northwestern Waterfront, Western Addition, and South of Market, should be channeled around the downtown core. This would leave space for pedestrians and vehicles with core destinations.

POLICY 3

Locate drive-in, automobile-oriented, quick-stop and other auto-oriented uses on sites outside the office retail, and general commercial districts of downtown.

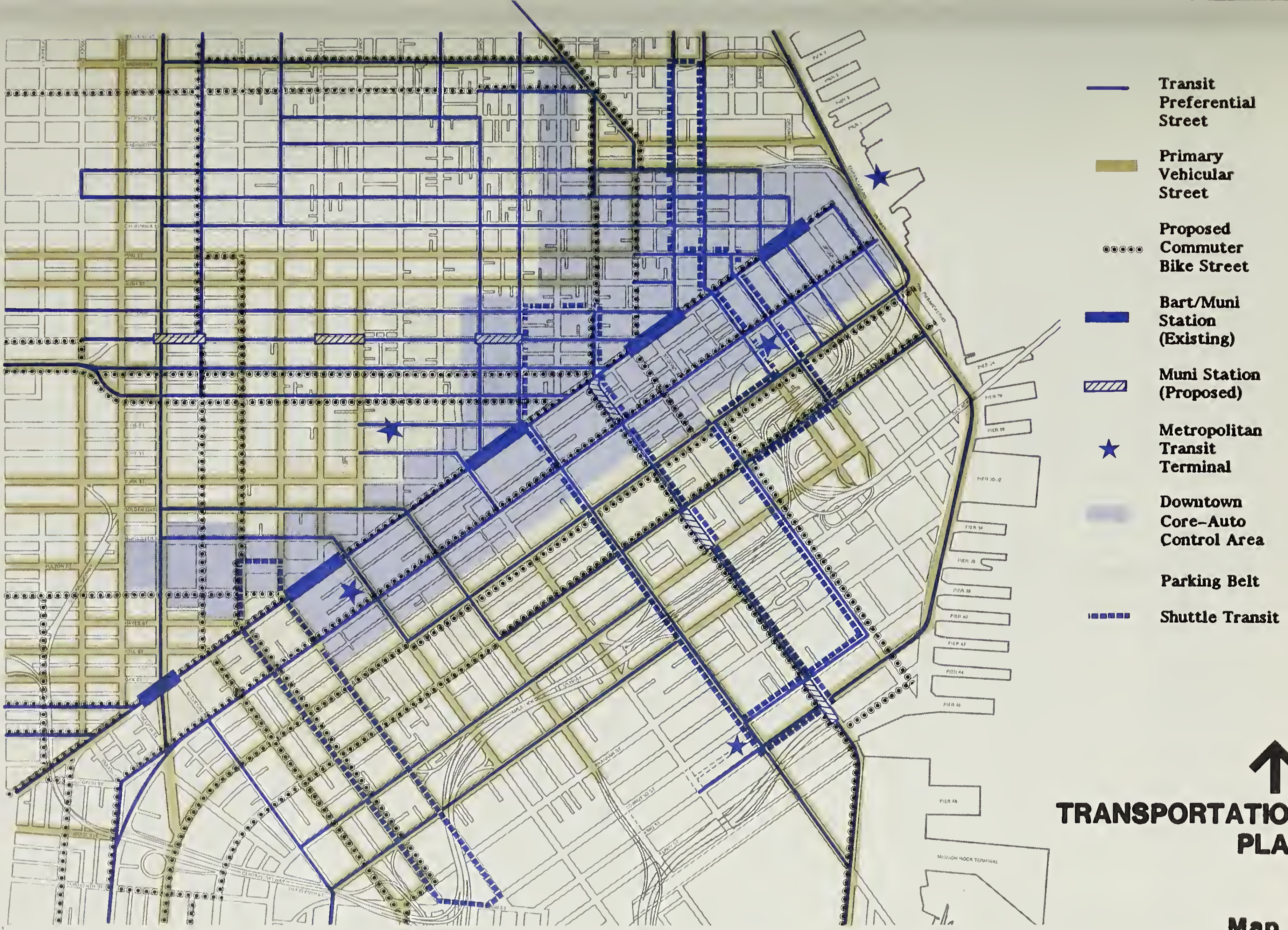
Drive-in establishments serving customers waiting in motor vehicles, and establishments reached primarily by automobile or providing service to automobiles, are, by definition, auto trip generators. To ensure that these uses do not aggravate an already congested pedestrian and traffic situation, they should be located away from the most intensely developed downtown areas in locations that do not create conflicts with pedestrian or auto concentrations, designated transit preferential streets or residential units.

Transit Lanes

POLICY 4

Improve speed of transit travel and service by giving priority to transit vehicles where conflicts with auto traffic occur, and by establishing a transit preferential streets system.

Transit speed is presently slower than auto speed due to passenger stops and street congestion. If transit speed is to be improved, conflicts between automobiles and transit must be minimized. Substantial improvement can and should be achieved by giving priority to transit. This would be accomplished by the use of exclusive lanes (with flow or contra-flow), by constructing bus loading platforms, relocating bus stops and/or by equipping buses and trolleys with devices to trigger lights in their favor at intersections. Enforcement is a critical factor to ensure successful operation of transit lanes.


Transit Preferential Street
Primary Vehicular Street
Proposed Commuter Bike Street
Bart/Muni Station (Existing)
Muni Station (Proposed)
Metropolitan Transit Terminal
Downtown Core-Auto Control Area
Parking Belt
Shuttle Transit

TRANSPORTATION PLAN

Map 6

Contra-flow lanes are more self-enforcing than "with-flow" lanes and should be used where appropriate. Other actions should include restricting autos from streetcar and cable car tracks and eliminating automobile turning movements that conflict with transit vehicles.

Shuttle Transit

POLICY 5

Develop shuttle transit systems to supplement trunk lines for travel within the greater downtown area.

All parts of the downtown core are within easy walking distance of each other. However, greater downtown is large enough so that walking is not always convenient. Access should be improved with special shuttle systems similar in function to the shopper shuttle buses and cable cars. Access is particularly important between the Civic Center and the financial retail districts, and between the Hall of Justice and other areas south and north of Market Street.

Taxis

POLICY 6

Maintain a taxi service adequate to meet the needs of the city and to keep far as reasonable.

Taxis serve as an essential supplement to the transit system, not merely for tourists, but for many residents and workers in the city who either do not have a car or who find regular transit service inconvenient for a particular trip, of both. The elderly often rely on taxis for necessary shopping trips and for reaching medical facilities, as do many others without automobiles when transit is not available. Although taxis should continue to be regulated competition should be encouraged for improved service and low fares.

Short-Term Parking

POLICY 7

Encourage short-term use of existing parking spaces within and adjacent to the downtown core by converting all-day commuter parking to short-term parking in areas of high demand. Provide needed additional short-term parking structures in peripheral locations around but not within the downtown core, preferably in the short-term parking belt (See Map 6).

As provided elsewhere, all day commuter parking within the downtown core is to be actively discouraged. Transit is a viable opportunity for many and parking for those who must drive should, for the most part, be provided on the fringes of downtown.

The situation is different for short-term parking. There are some shoppers, business visitors and others for whom transit is not a realistic alternative and who need parking for short periods reasonably close to their destinations. However, the amount and location of additional short term spaces allowed in the core should be carefully regulated. Short-term parking spaces attract more automobiles per day than long term spaces and do so during the midday periods when the number of traffic lanes is reduced by street parking and loading. Too much short-term parking would attract trips that otherwise would be made by transit and could add substantially to midday congestion.

Additional short term spaces in the core should be created primarily by converting existing long-term spaces to short term spaces. This could be achieved by setting high rates on all day use and not providing weekly or monthly rates. In the case of new buildings short term spaces could be provided within the building to replace long and short term spaces displaced by the new development, if excessive congestion in the immediate vicinity will not result.

Because of the congestion and conflicts with transit major new short-term parking structures are likely to create, they should be located next to major thoroughfares so that automobiles may be intercepted and uncongested movement and high internal accessibility may be provided within the core. Adequate pedestrianways should be provided for the final link of these trips.

POLICY 8

Make existing and new accessory parking available to the general public for evening and weekend use.

Some existing parking garages, especially those in the office buildings, are closed at night and on weekends. Instead of providing additional parking spaces at certain locations, those spaces should be made available to the general public for nighttime and weekend users. Parking garages in the Embarcadero Center are good examples.

Off-Street Loading Facilities

OBJECTIVE 21

IMPROVE FACILITIES FOR FREIGHT DELIVERIES AND BUSINESS SERVICES.

The need for adequate facilities for freight deliveries and daily services to businesses will increase as downtown grows. As a result, the conflict between the movement of customers, employees and visitors, whether on foot, by transit, or in private vehicles, will increase.

POLICY 1

Provide off-street facilities for freight loading and service vehicles on the site of new buildings sufficient to meet the demands generated by the intended uses. Seek opportunities to create new existing buildings.

POLICY 2

Discourage access to off-street freight loading and service vehicle facilities from transit preferential streets, or pedestrian-oriented streets and alleys.

Wherever possible, access to off-street loading and service vehicle facilities should be provided from non-pedestrian alleys and minor streets, rather than transit preferential streets or major arterials (see Map 6). This would minimize safety hazards and disruptions to pedestrians and traffic flow. Where several loading and service bays are provided or the number of truck trips is high, conflicts with pedestrians and vehicles should be minimized by provision of a service driveway and maneuvering area self-contained within the structures. Where the only access to on-site facilities is across a sidewalk that is heavily used by pedestrians curbside parking of freight and service vehicles may be preferable to on-site facilities.

POLICY 3

Encourage consolidation of freight deliveries and night-time deliveries to produce greater efficiency and reduce congestion.

Even if off-street loading facilities were adequate, there would still be conflicts between vehicles delivering goods and other vehicular and pedestrian traffic. Deliveries that must be made across the sidewalk from on-street loading spaces disrupt pedestrian movements and increase accident potential. A system of consolidating deliveries to downtown firms should be developed, with emphasis on deliveries during the late evening and early afternoon periods. Deliveries in the early afternoon when the daytime population of downtown reaches its peak should be discouraged.

POLICY 4

Provide limited loading spaces on street to meet the need for peak period or short-term small deliveries and essential services, and strictly enforce their use.

On-street loading and stopping spaces should continue to be required to accommodate peak period and short-term demands for small delivery vehicles and essential services. Strict enforcement to restrict these spaces to the vehicles and time limits for which they are intended is essential. In general, workers performing lengthy deliveries or repairs should be required to use off-street facilities for their vehicles.

POLICY 5

Require large new hotels to provide off-street passenger loading and unloading of tour buses.

Most major hotels create a large number of tour bus movements as formal sightseeing tours, group travel to airports or convention sites, or group travel under contract for airline crews. By the nature of these trips, loading and unloading times for tour buses is long and causes severe traffic problems if buses are allowed to park on downtown streets.

Pedestrians

OBJECTIVE 22

IMPROVE THE DOWNTOWN PEDESTRIAN CIRCULATION SYSTEM, ESPECIALLY WITHIN THE CORE, TO PROVIDE FOR EFFICIENT, COMFORTABLE, AND SAFE MOVEMENT.

POLICY 1

Provide sufficient pedestrian movement space.

Where pedestrian volumes compared to other transportation modes so warrant, additional pedestrian capacity should be taken from traffic or parking lanes. At other locations, where appropriate, arcades or building setbacks adjacent to an existing sidewalk should be developed. In areas of highest pedestrian volumes, more parallel, through-block pedestrianways should be provided if they can serve as convenient links among destinations without encouraging jaywalking.

POLICY 2

Minimize obstructions to through pedestrian movement on sidewalks in the downtown core.

Many conveniences and amenities on downtown sidewalks would be easier to enjoy if properly located to avoid conflict with pedestrian movement. Criteria for location of newspaper vending machines, flower stands, and other facilities and amenities such as trees, should consider the need for adequate space for through movement.

POLICY 3

Ensure convenient and safe pedestrian crossings.

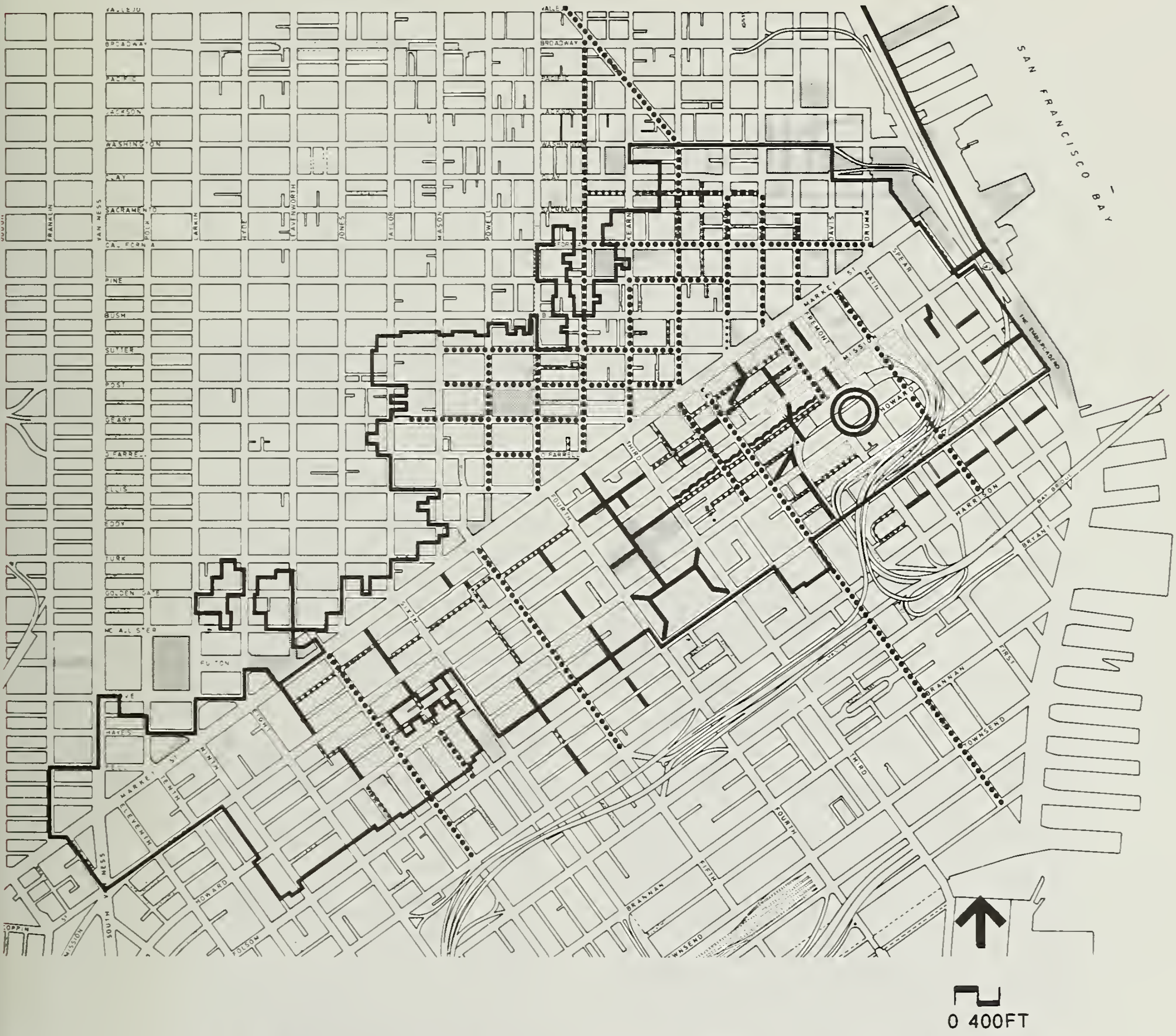
Where streets are designed for high volumes or relatively fast movement of vehicles, adequate provision should be made for safe and convenient pedestrian crossings. This is especially important where large numbers of pedestrians cross the street. These streets should have adequately-timed lights at intersections to allow safe crossings. Where large pedestrian volumes so warrant, similar provisions would be installed at midblock crosswalks. In locations where large numbers of vehicles and pedestrians coincide, grade separations might be necessary.

Where large numbers of pedestrians cross the roadway outside the intersection or midblock crosswalk, the location of the crosswalk should be realigned to coincide with the desire line, or steps taken to prevent the pattern of jaywalking.

POLICY 4

Create a pedestrian network in the downtown core area that includes streets devoted to or primarily oriented to pedestrian use.

Based on major pedestrian destinations and use generators, a pedestrian network should be developed to minimize conflicts between pedestrians and vehicular traffic. Such a network should include closure of streets to private automobiles and/or trucks, at least during those hours when pedestrian volumes and demand are at critical levels. Such a network should also include plazas, arcades, and open spaces required in major new developments. Land uses adjacent to major links in the pedestrian network should be of interest and utility to pedestrians.


VALLEJO
BROADWAY
PACIFIC
JACKSON
WASHINGTON
CLAY
SACRAMENTO
CALIFORNIA
PINE
BUSH
SUTTER
POST
GEARY
O'FARRELL
ELLIS
EDDY
TURK
GOLDEN GATE
McALLISTER
FULTON
HAYES
GOUGH
FRANKLIN
VAN NESS
POLK
LARKIN
HYDE
LEAVENWORTH
JONES
TAYLOR
MASON
POWELL
KEARNY
DAVIS
DRUMM
SPEAR
MAIN
FREMONT
MISSION
HOWARD
FOLSOM
HARRISON
BRYANT
BRANNAN
TOWNSEND
FIRST
THIRD
FOURTH
FIFTH
EIGHTH
NINTH
TENTH
ELEVENTH
MARKET
SOUTH VAN NESS
THE EMBARCADERO
SAN FRANCISCO BAY
0 400FT

PROPOSED PEDESTRIAN NETWORK: DOWNTOWN DISTRICT

Map 7

········ Pedestrian/ Service Street

▪▪▪▪▪▪▪ Part Time Pedestrian Street

—— Exclusive Pedestrian Walkway

••••••• Pedestrian Oriented/ Vehicular Street

▨ Open Space
(Existing, Planned, and Proposed)

〰 Arcade

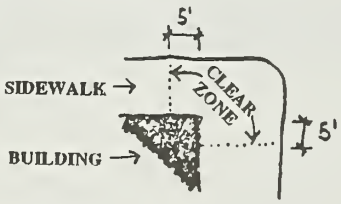
◎ Provide Open Space In The General Vicinity

Figure 5 PEDESTRIAN IMPROVEMENT STANDARDS AND GUIDELINES

To continue to improve and enhance the pedestrian environment, as well as provide sufficient pedestrian movement and standing space, various standards should be used as guidelines in downtown planning and development. They should be incorporated into the review process of proposed downtown developments as well as into plans for street and sidewalk improvements. These standards serve to guarantee the consideration of pedestrian safety and convenience in decisions affecting downtown development. The following presents recommended standards:

1. CLEAR ZONES

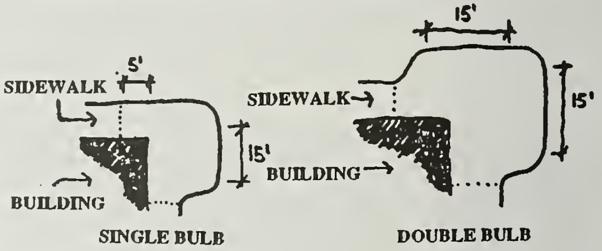
To ease problems of crowding and to create more circulation and holding space for pedestrians at corners, firepull boxes, pedestrian information signage, police call boxes, mail boxes, mail storage boxes, newspaper vending machines, and newspaper vendor booths, should be placed outside the immediate corner areas extending from the property lines, ("clear zones"), as shown on the diagram. At critical locations where standing in physical contact with others is unavoidable, queuing can only be sustained for a short period without discomfort, and circulation is severely restricted, the clear zone should be extended five feet back from the property lines and crosswalks should be widened accordingly. Only items essential to vehicular and pedestrian safety and flow should remain within the clear zones. Fire hydrants, street lights and other permanent fixtures not required in the clear zone should be removed to locations outside of the clear zone when repair or replacement of those items is required and as funds become available. Others should be relocated immediately.



2. CORNER "BULBING"

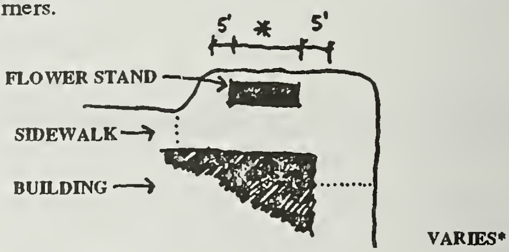
Where requirements for pedestrian reservoir space are acute and space can be obtained from existing parking or through traffic lanes, corner "bulbs" should be created. Corner bulbing serves to reduce pedestrian crossing distance, thus improving safety as well as providing needed pedestrian movement and reservoir space, concurrently allowing for some channelization of vehicular traffic. Typically corner bulbs extend down the face of a block for a minimum of 15 feet between curb tangent lines. At bulbed corners, the clear zone shall include the entire bulb.

Clear zone standards must be upheld on bulbed corners in order not to reduce sight line visibility.



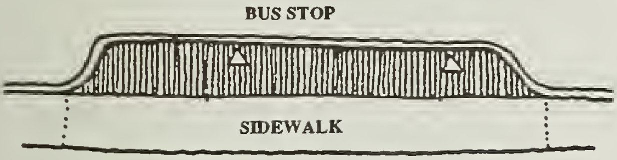
3. FLOWER STANDS

Flower stands are recognized as a unique asset to the urban fabric of San Francisco, and as such are welcomed additions to the streetscape. They add color and rich, varied detail to many corners in the Central Business District (CBD) and are part of the street life of the city that helps give urban streets a pleasant "human face". Unfortunately, placement of flower vending stalls often constricts or interrupts pedestrian flow. To avoid this problem, flower stalls should be relocated, when possible, to corner bulbs or to areas where sidewalks have been widened. Where flower stands have been relocated, the size of the corner bulb shall be adjusted to accommodate the stand. These stands are the only nonessential furniture allowed in the clear zones and they shall be located five feet back from the property lines at the corners.



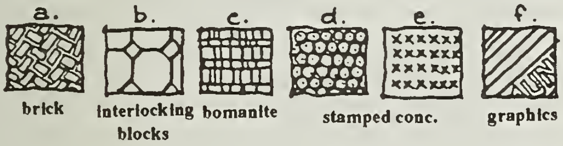
4. MUNI PATRON AREAS

Where possible, sidewalk widths should be increased without sacrificing vehicular traffic movement. Particularly where MUNI stops occur, an effort should be made to provide extra, sheltered reservoir space for MUNI patron queuing, distinct from normal pedestrian flow. Limited bulbing should be used for this specific purpose. To further distinguish MUNI patron areas from pedestrian flow corridors, MUNI patron areas should be uniformly paved with brick or other special paving materials such as Bomanite, interlocking concrete paving blocks, colored concrete, stamped concrete, or graphically painted areas. Materials that are attractive yet relatively maintenance-free are suggested. Uniform paving and landscaping for all MUNI stops should be provided to make stops readily identifiable by both MUNI patrons and other pedestrians.



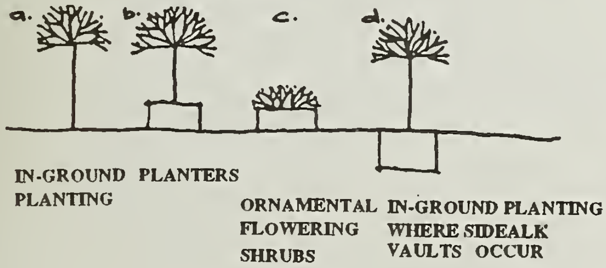
5. PAVING MATERIALS

Decorative pavement materials should be provided where appropriate to enhance the pedestrian environment and delineate the patterns of vehicular traffic from the patterns of pedestrians at intersections. However, in order to efficiently maintain the pavement as well as limit the cost of implementation and maintenance, the number of material types to be used should be kept to a minimum.



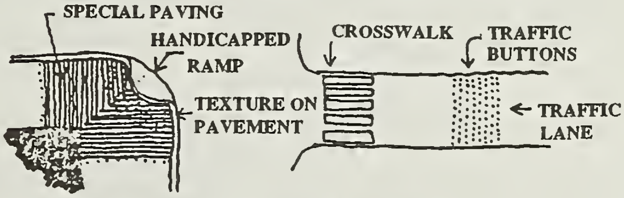
6. TREES AND OTHER PLANTINGS

Where sidewalk vaults and elevators do not exist, trees should be planted in the ground, thus increasing the effective sidewalk width while preserving the qualities of foliated urban streets. Where direct planting and planter reorganization have been impossible or ineffectual, trees should be selectively eliminated from the street. This could be undertaken as a temporary, "stop-gap" solution until redevelopment or funding can be made available for removal of sidewalk vaults or sidewalk widening to permit direct in-ground planting. On sidewalks where trees are removed, flowering ornamental shrubs in small, less obtrusive containers might be located in building recesses or other locations.


a.
b.
c.
d.
IN-GROUND PLANTING
PLANTERS
ORNAMENTAL FLOWERING SHRUBS
IN-GROUND PLANTING WHERE SIDEALK VAULTS OCCUR

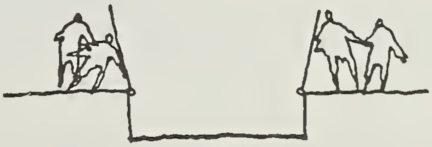
7. SPECIAL PAVING

The use of special paving or special markings in crosswalks identifies the crosswalk as a pedestrian-vehicle interface. Raised pavements at pedestrian crossings, and warning texture such as safety bumps in traffic lanes before crossings and bollards also contribute by alerting both pedestrians and motorists to use caution as they enter these interface areas. Special paving and/or colors at corner clear zones as well as raised textures at MUNI stops and corners are added cautionary devices for all pedestrians, and textures are of special importance to visually impaired pedestrians. Special pavement treatments should not become safety hazards to pedestrians, bicyclists, or motorcyclists when wet and slippery.



8. SIDEWALK ELEVATORS

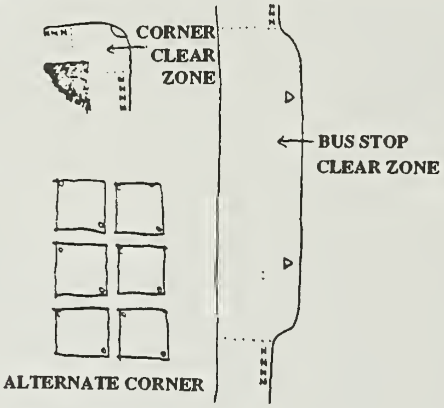
Where sidewalk elevators exist there is unavoidable temporary pedestrian inconvenience. This is an unpleasant reality, but not of critical importance except in areas where elevators are habitually left open, whether in use or not. The drastic reduction in effective sidewalk width is both an impediment to pedestrian flow and an eyesore. It is hoped that increased citation of such offenders will remedy the problem. Future development should follow the Master Plan, which calls for no additional sidewalk elevators in the downtown area. In support of the Master Plan stipulation, this study found that there is less interference to pedestrian flow by carrier unloading and loading across the sidewalk than by carriers unloading using the sidewalk elevators.



9. NEWSPAPER VENDING MACHINES

The proliferation of newspaper vending machines and vendors has become a major impediment to satisfactory pedestrian flow on the sidewalk, standing space along bus stops and at street corners, and access to adjacent properties. As a first step in reducing the adverse effect that these machines have on pedestrian movement, they should be removed from all clear zones and all MUNI stops. Vending machines shall not be permitted over street elevators and they shall not block delivery of goods to elevators, nor shall they restrict loading/unloading of passengers of freight where curbs are marked for that activity. The ideal location of news vending machines is next to a red curb that is not marked for a bus stop. Areas near corners might be set aside for the placement of a few machines, but they should be limited in linear feet so as not to present an impenetrable barrier to pedestrians.

The City should devise a systematic approach to machine placement that would begin to rationalize the space allocated to vending machines, especially in critical pedestrian flow corridors. Newspaper distributors should be encouraged to use multi-unit machines and to place these machines against a building wherever possible, especially when there are niches in the building facade



10. SIDEWALK VAULTS

To reduce the expense and inconvenience of planting trees in the ground (thus allowing planter boxers to be moved from the path of pedestrians), storage space extending under the sidewalk should not be allowed. The Building Code should specify this provision.

11. CONSTRUCTION AISLEWAYS

A minimum width for construction barricade pedestrian aisleways should be maintained and enforced during construction of a building. For adequate two-way pedestrian maneuvering in construction aisles, the width without special approval should be five feet. The absolute minimum width which could be obtained with special permission should be 4.5 feet.

12. TRAFFIC/PEDESTRIAN SIGNALS, DIAGONAL CROSSING SIGNS AND FIRE PULL-BOXES

In numerous locations around the CBD, traffic/pedestrian signals, signs indicating "scramble" system pedestrian crossings and fire pull-boxes are located directly on the corner, well within the clear zones that have been established in this study. Nowhere are these obstructions more in evidence and more detrimental to smooth pedestrian flow than on Montgomery Street. As impediments to pedestrian movement, they are not as easily dealt with as mail boxes, news vending machines and other less permanent items. Nevertheless they are annoying and often dangerous obstacles in the path of peak-hour crowds, and where possible they should be removed or relocated. Signs indicating "scramble" crossings could be immediately remounted on the pedestrian signals themselves and fire pull-boxes could be immediately eliminated entirely. Traffic and pedestrian signals as well as street lights and MUNI power poles that fall within clear zones should be relocated outside of the zone as soon as it is economically feasible and expedient.

POLICY 5

Improve the ambience of the pedestrian environment.

Attractive pavement, trees, containers with seasonal flowers, street lights, colorful banners and awnings should be added to the streets, as well as benches and small sitting areas where people can rest and watch the street life.

PEDESTRIAN NETWORK CLASSIFICATION OF ELEMENTS

Certain streets, alleys, and other rights-of-way in the downtown core area exist where varying degrees of priority should be given to pedestrian use. They have been included in the network on the basis of the following considerations: high pedestrian volumes; existing small scale street spaces; existing pedestrian-oriented features and amenities (e.g. sitting areas, planters); and public acceptance as pedestrian space.

There are four types of pedestrian streets. Their characteristics are as follows:

Exclusive Pedestrian Walkways
(With/Without Cable Cars)

- vehicles prohibited, (emergency vehicles excepted)
- permanent change of use of pubic rights-of-way
- paved-over roadway
- landscape treatment
- street furniture
- food concessions, street vendors permitted

Part-Time Exclusive Pedestrian Streets

- vehicles prohibited at certain hours to free street space for exclusive pedestrian use
- adjacent land uses permitted to expand into the public rights-of-way (e.g. restaurants)
- sidewalk paving and planting where appropriate

Pedestrian/Service Streets

- narrow rights-of-way mainly used as service access, not usually serving through-traffic
- pedestrian treatment in pedestrian areas only, or in those portions of the vehicle right-of-way which are not needed for service

Pedestrian-Oriented Vehicular Streets

Vehicular streets on which design measures to improve mobility and render existing pedestrian space more pleasant and efficient include:

- removal of pedestrian obstructions
- relocation of newspaper vending boxes
- consolidation of signs, stanchions, etc.
- sidewalk widening/intersection bulbing
- transportation management measures to reduce automobile traffic
- special treatment of pedestrian crossing (e.g. brick crosswalks)
- turning restrictions at intersections
- relocation of transit stops
- introduction of clear zones at street corners
- tree planting
- street furniture

SEISMIC SAFETY

OBJECTIVES AND POLICES

OBJECTIVE 23

REDUCE HAZARDS TO LIFE SAFETY AND MINIMIZE PROPERTY DAMAGE AND ECONOMIC DISLOCATION RESULTING FROM FUTURE EARTHQUAKES

POLICY 1

Apply a minimum level of acceptable risk to structures and uses of land based upon the nature of the use, importance of the use to public safety and welfare, and density of occupancy.

All risk cannot be eliminated, and reducing risks to very low levels could result in unbearably high social and economic costs to the community. Appropriate levels of risk must be established for different types of uses and buildings, as well as location of these uses. The risk must include that to both building occupants and to those outside who could be affected by exterior building damage.

POLICY 2

Initiate orderly abatement of hazards from existing buildings and structures, while preserving the architectural design character of important buildings.

Existing hazardous buildings pose a threat to their occupants and passers-by. The downtown area should receive priority for identification and abatement of hazards, due to its high population density. As the occurrence of earthquakes cannot be predicted, buildings with a long life span are more likely to be exposed to a major earthquake than buildings of lesser longevity. Older buildings which are proposed for retention to serve the public interest are more likely to experience such an earthquake than those on sites with a strong potential for development.

Seismic retrofitting of buildings can be very costly. Some form of public assistance may be required to ensure that retention of uses and buildings of special significance, rather than replacement, will occur. The hazards presented by older buildings are often from the architectural design elements — parapets, cornices and other ornamentation — that give them their character. Every effort should be made by the owner of the City to assure the preservation of the architectural design of the structure. This should be accomplished through reinforcing, replacing or redesigning in similar architectural style, those building elements which present a life safety hazard.

POLICY 3

Require geologic or soil engineering site investigation and compensating structural design based on findings for all new structures in special geologic study areas.

Much of the downtown is within a special geologic study area, which includes potential geologic hazards of severe ground shaking, liquefaction and subsidence. Increased concentration of people in this area increases the possibility of injury or loss of life. Increased development in this area should be allowed only if the determination is made that adequate safety, consistent with levels of acceptable risk, can be assured.

POLICY 4

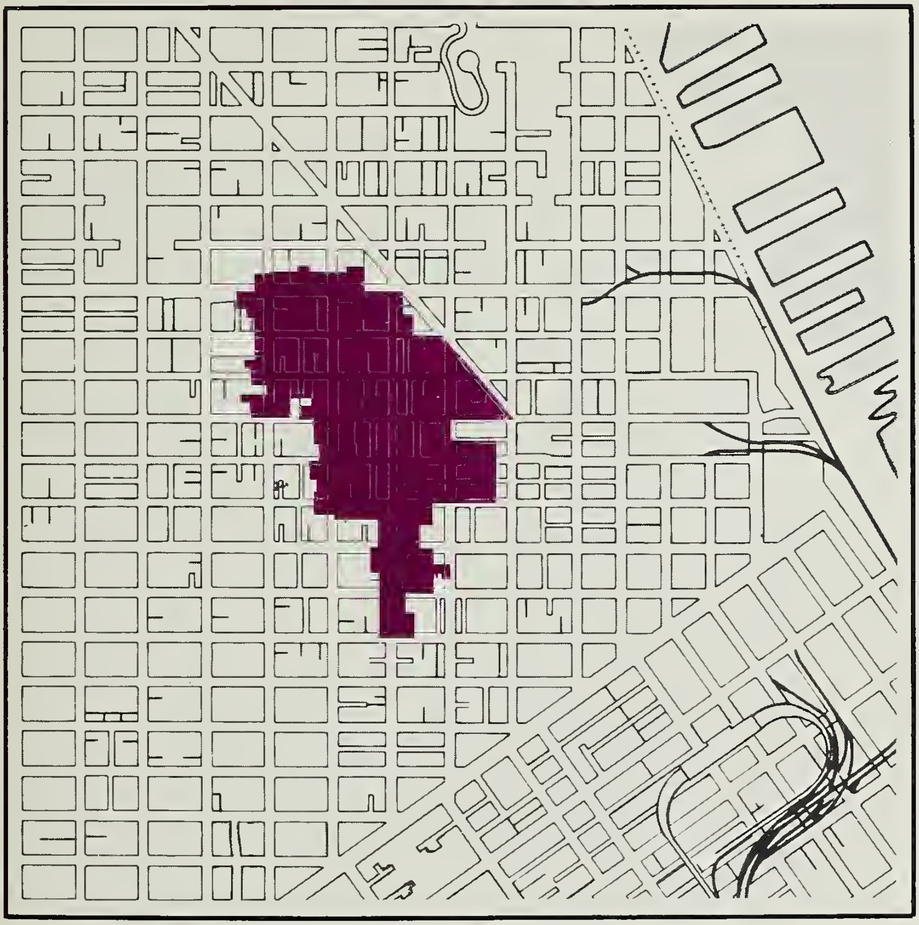
Review and amend at regular intervals all relevant public codes to incorporate the most current knowledge and highest standards of seismic design, and support seismic research through appropriate actions by all public agencies.

Continued research and analysis of earthquakes and their effects upon buildings, and incorporation of the results of those efforts into code regulating the construction of buildings and structures, is essential to the public safety and welfare. This is particularly important for tall buildings with large concentrations of people. Falling glass and cladding from such buildings are particular concerns. The City's Seismic Hazards Advisory Committee should continue to provide advice to the City on the state-of-the-art in seismic safety.

CHINATOWN

CHINATOWN

CHINATOWN



CHINATOWN

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

SAN FRANCISCO MASTER PLAN

CHINATOWN

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

PRESERVATION AND CONSERVATION

OBJECTIVE 1

PRESERVE THE DISTINCTIVE URBAN CHARACTER, PHYSICAL ENVIRONMENT AND CULTURAL HERITAGE OF CHINATOWN.

POLICY 1

Maintain the low rise scale of Chinatown's buildings.

POLICY 2

Promote a building form that harmonizes with the scale of existing buildings and width of Chinatown's streets.

POLICY 3

Retain Chinatown's sunny, wind-free environment.

POLICY 4

Protect the historic and aesthetic resources of Chinatown.

MIXED USE

OBJECTIVE 2

RETAIN AND REINFORCE CHINATOWN'S MUTUALLY SUPPORTIVE FUNCTIONS AS NEIGHBORHOOD, CAPITAL CITY AND VISITOR ATTRACTION.

POLICY 1

Define mixed use subdistricts based on the predominant type of ground level use.

POLICY 2

Base zoning on the generalized land use and density map below.

HOUSING AND OPEN SPACE

OBJECTIVE 3

STABILIZE AND WHERE POSSIBLE INCREASE THE SUPPLY OF HOUSING.

POLICY 1

Conserve existing housing.

POLICY 2

Increase the supply of housing.

POLICY 3

Seismically upgrade unreinforced masonry buildings without imposing undue financial burdens or permanent displacement of residents.

OBJECTIVE 4

PRESERVE THE URBAN ROLE OF CHINATOWN AS A RESIDENTIAL NEIGHBORHOOD.

POLICY 1

Protect and enhance neighborhood serving character of commercial uses in predominantly residential areas.

POLICY 2

Control proliferation of uses that tend to crowd out the needed neighborhood services.

POLICY 3

Guide the location of tourist oriented uses away from predominantly residential neighborhood commercial areas.

POLICY 4

Expand open space opportunities.

TOURISM

OBJECTIVE 5

RETAIN AND ENHANCE CHINATOWN'S ROLE AS A VISITOR ATTRACTION.

POLICY 1

Maintain Grant Avenue as the traditional specialty retailing area.

COMMERCE

OBJECTIVE 6

Retain Chinatown's role as a capital city

POLICY 1

Provide incentives for location and expansion of institutions and cultural facilities.

POLICY 2

Provide for modest expansion of community business offices related to Capital City role.

TRANSPORTATION

OBJECTIVE 7

MANAGE TRANSPORTATION IMPACTS TO STABILIZE OR REDUCE THE DIFFICULTIES OF WALKING, DRIVING, DELIVERING GOODS, PARKING OR USING TRANSIT IN CHINATOWN.

POLICY 1

Implement measures responsive to pedestrian needs such as scramble system intersections, increased duration of walk signals, and limits on auto use in alleys.

POLICY 2

Make MUNI routes more reflective of and responsive to Chinatown ridership, including bilingual signage, schedules, maps.

POLICY 3

Improve and increase parking enforcement; use enforcement and rate structures to encourage short term parking; operate meters seven days a week.

POLICY 4

Increase public parking opportunities; set rates to discourage long term parking.

POLICY 5

Minimize truck loading/unloading conflicts.

POLICY 6

Implement concentrated commercial loading zones and uniform truck delivery schedules.

CHINATOWN

INTRODUCTION

San Francisco has the oldest and second largest Chinese American community in the United States (New York is first). The Chinese were participants at Portsmouth Square when San Francisco celebrated the admission of California into the Union. The Square was the heart of San Francisco and while the City expanded, the Chinese stayed in the area. For over 100 years, Chinatown has stood in this same location. In no other ethnic community of the City can be found such concentration and continuity of history.

The Plan Area

The area covered by this Plan area includes 30 blocks in whole or in part on the eastern slopes of Nob Hill as well as portions of Russian Hill. The financial district lies to the east of Chinatown and just south is the Union Square retail area. Grant Avenue, Stockton Street and the hill side blocks that intersect them comprise the core of Chinatown. The district is one to three blocks in width and about ten blocks in length.

Chinatown History

Chinatown contains blocks and streets laid out in the first official mapping of the city. Grant Avenue (called Dupont Street before the earthquake) is actually the oldest street in the City. The original activities in the area, especially around Portsmouth Square were maritime — handling the imported goods and supplying food, drink and entertainment to travelers.

The impetus for Chinese migration to San Francisco by young men of the Canton region of China (a major port) during and after the Gold Rush involved both political conditions in China and mining and railroad building activities in California. China's war with Britain over opium (China sought to reduce its trade) had forced opening of certain Chinese ports including Canton. Internal conditions and upheaval motivated many young men to seek to earn money outside China, with an intent to help their families and to eventually return.

The earliest center of Chinese business in San Francisco was along Sacramento Street (1853-63). San Francisco was also a staging area during the next decade for the many Chinese engaged in mining and railroad building in rural parts of California. During the American Civil War, the Chinese participated in emerging light industries in California — shoe, cigar and garment factories. In San Francisco most Chinese businesses sold Chinese merchandise — dry goods, food and medicines or provided services. As the Chinese population grew, the Chinatown business area grew too.

Labor unrest and hostility to Chinese workers built up after the Civil War. It was largely caused by unemployment from the slow down of the war time economy and the depletion of the gold mines. Anti-Chinese legislation was further stimulated by some bigoted politicians. Chinese workmen and businesses were harassed. Federal laws (Exclusion Acts) were passed to limit further migration from China. Local laws were passed that restricted Chinese businesses. Even a ghetto ordinance was once briefly in effect in San Francisco.

Strong organizations of mutual support, including consolidation of several associations (Consolidated Benevolent Association or "Chinese Six Companies") were formed to provide aid, mediate disputes and to protest anti-Chinese legislation. The restrictions on Chinese businesses and the ghetto ordinance were eventually found unconstitutional. Family and District Associations still form a very important part of the Chinatown community and own and occupy a number of buildings containing businesses, lodging and meeting space.

After the Civil War to 1900, Chinatown may have actually had a larger population than lives in the same area now. It was a male enclave. By 1890, the Census indicated that the total Chinese population in California was 72,472 and 96% male. By 1900, this population has reportedly dropped to 45,753 and did not increase to over 40,000 statewide again until 1950. San Francisco's Chinatown sheltered a majority of this population.

Chinatown After the 1906 Earthquake

When the original Chinatown was destroyed in the 1906 earthquake, it was quickly rebuilt in the same location on the south slope of lower Nob (short for "Nabob") Hill. Anti-Chinese political pressure was also felt in this rebuilding process. A civic committee recommended that Chinatown instead be relocated to the then distant Bayshore edge of the City.

Under the leadership of the merchant, Look Tin Eli, some of the rebuilding was consciously geared to the visible identification of Chinatown as Chinese. Use of lively red, green and yellow colors, balconies with Chinese motifs, roof details, pagoda style towers at the Grant and California intersection were meant to attract shoppers to Chinese art goods bazaars and restaurants. Look Tin Eli's plan was to create "veritable fairy palaces filled with choicest treasures of the Orient". Perhaps the popularity of a Chinese Pavilion in the Midwinter Exposition in Golden Gate Park several years before served as an inspiration.

Housing in pre-World War II Chinatown still reflected the mostly male population. Chinese men, by now aging, lived in small dormitory or hotel- type rooms.

The Residents of Chinatown Today

Chinatown's population began to change in the late 1960's with the liberalization of immigration laws. Migration from Hong Kong and other areas of Chinese population in Asia brought about a large increase in Chinatown's population, creating a shortage of affordable housing. The new population brought new vitality to the neighborhood and enlarged the market for Asian goods. Concurrently, Chinese residents from Chinatown began to move into other neighborhoods of San Francisco, notably the Richmond and Sunset districts. Although many Chinese left Chinatown, they continue to shop there and to maintain a strong level of contact with the religious, social and political institutions.

The plan area resident population in 1980 was estimated at 10,000, virtually all of whom are Chinese. The arrival of young families since that time has probably increased the population. The study area is part of 13 adjacent census tracts in the northeastern part of the city whose total 29,000 Chinese residents represent approximately a third of the total Chinese population in the City. In 1979, the median household income of the plan area population was about $10,100, half of the median income in San Francisco at that time. The social and economic characteristics of Chinatown lead to concern about the standard of living space for the largely elderly or immigrant population, and the sustainability of resources including shopping and social agencies to continue to serve this population.

OBJECTIVES AND POLICIES

PRESERVATION AND CONSERVATION

OBJECTIVE 1

PRESERVE THE DISTINCTIVE URBAN CHARACTER, PHYSICAL ENVIRONMENT AND CULTURAL HERITAGE OF CHINATOWN.

POLICY 1

Maintain the low-rise scale of Chinatown's buildings.

Although adjacent to Downtown, Chinatown is not the appropriate setting for tall buildings. Seventy five percent of the structures in Chinatown are three stories or less in height. Height districts in the Planning Code should be based on the generalized height plan below. Requiring setbacks for new buildings above three stories will help achieve a complementary scale.

POLICY 2

Promote a building form that harmonizes with the scale of existing buildings and width of Chinatown's streets.

The Chinatown area is primarily composed of small-scaled buildings. Most existing buildings are quite low and due to the pattern of the lots, many are relatively short in depth as well. The typical lot size is only 3,500 square feet. The few large buildings in the area intrude into this fine-scaled texture of development. Further development along these lines would severely damage the appearance of this historic part of the city and would also produce deeply shadowed streets.

Urban design guidelines should be applied to new construction in Chinatown in order to (1) integrate new buildings into the dominant fine scale of development characterized by small varied buildings in a manner that does not create sharp contrasts in scale or significantly alter the texture of the area as viewed from surrounding areas and (2) maintain the unifying rhythm of facade widths and the general scale of street walls as viewed from the streets. Generally, buildings above a height of 40 feet should not exceed a width (measured parallel to the street) of 50 to 75 feet or a maximum diagonal of 100 feet. As buildings approach these dimensions, increasingly stronger measures will be required to minimize the apparent bulk and scale of the project and insure a harmonious fit with the contextual setting. Larger projects may necessitate division of the facade into independent designs, changes of height of several floors and setbacks to achieve the desired relationship.

These design controls have been presented as guidelines rather than rigid rules. This is essential given the wide range of sites and situations in which a project may be proposed. The ultimate development potential in a given property is dependent not only on the zoning and height limit by also on the nature of surrounding development.

POLICY 3

Retain Chinatown's sunny, wind-free environment.

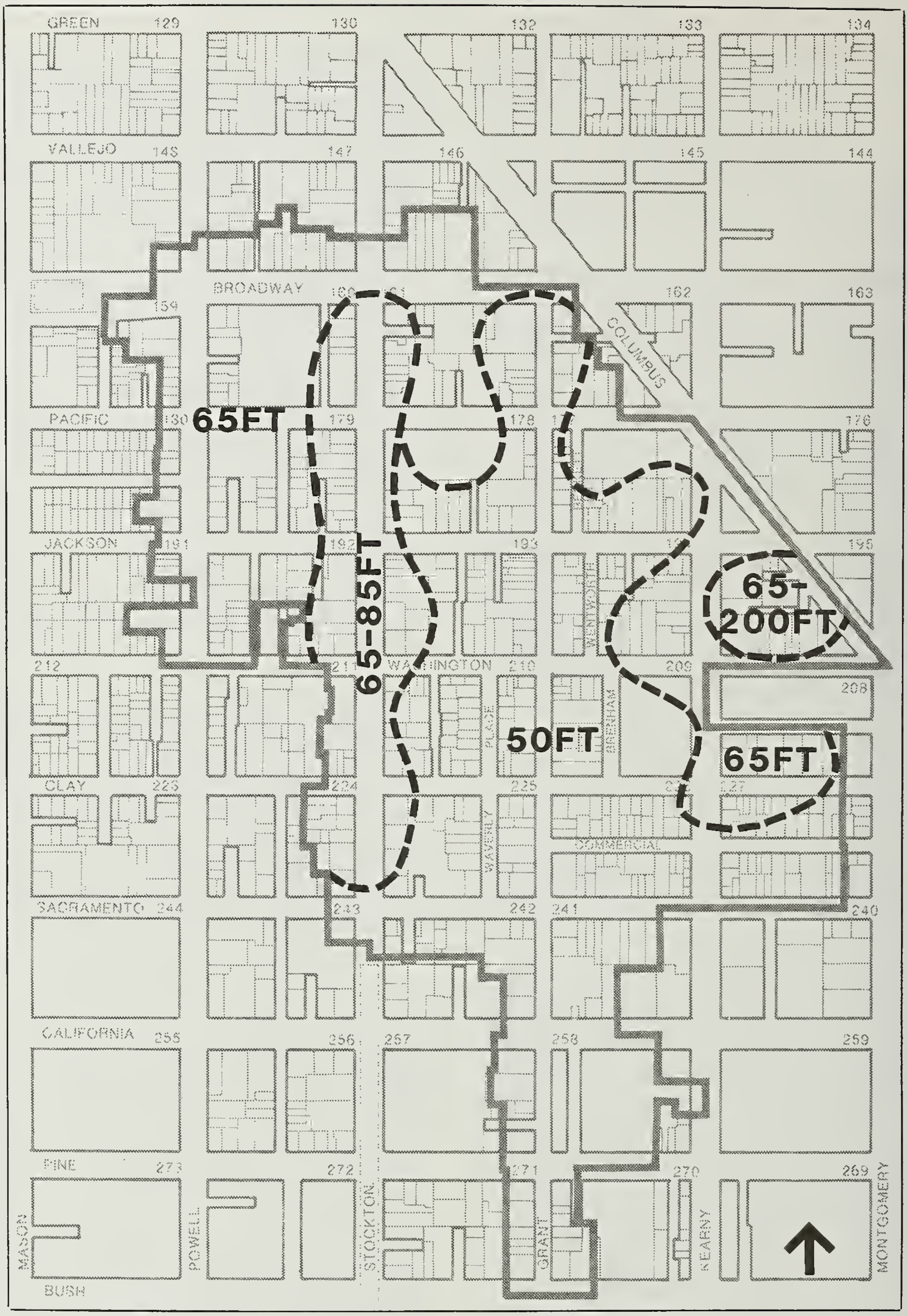
An oldtimers' expression about weather in Chinatown is that "the fog never comes to Chinatown". The sunny and wind-free climate is important to the comfort of residents and visitors because most people walk rather than drive in Chinatown. To achieve and protect as much sun as possible on public sidewalk during midday hours, setback requirements are needed for various streets in Chinatown. Retaining lower height buildings reduces the potential increase of wind currents at street level.

POLICY 4

Protect the historic and aesthetic resources of Chinatown.

Chinatown has been an identifiable part of San Francisco for over a hundred years. Post earthquake Chinatown was built on its original site. In some cases, the original bricks were reused. The area includes over 250 historically and/or architecturally important buildings which date from Chinatown's early post earthquake years and retain their historic integrity. Insensitive alteration and dramatic shifts in scale threaten the character of the area.

Over the years, significant buildings have been demolished and original storefronts have been altered beyond recognition. Appropriate measures should be taken to protect these resources.

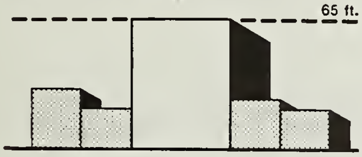

GREEN
VALLEJO
BROADWAY
COLUMBUS
PACIFIC
JACKSON
WASHINGTON
CLAY
COMMERCIAL
SACRAMENTO
CALIFORNIA
PINE
BUSH
MASON
POWELL
STOCKTON
GRANT
KEARNY
MONTGOMERY
WENTWORTH
WAVERLY
BRENHAM
65FT
65-85FT
50FT
65-200FT
65FT

GENERALIZED HEIGHT PLAN **Map 1**

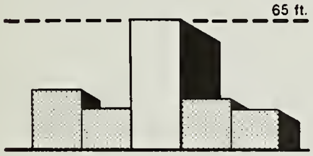
DESIGN CRITERIA FOR BULK AND MASSING

The applicable criteria for evaluating the acceptability of proposed new development are as follows:

- Tall slender buildings with a height to width ratio of 2.5 to 1, and where the width is similar to that of lower neighbors, do not present a problem as the narrow width provides an adequate linkage in itself.

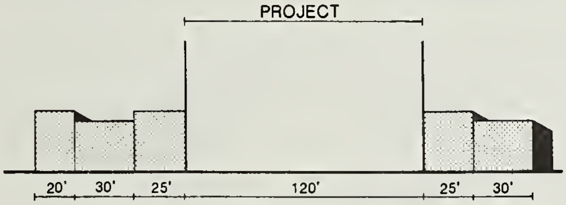


UNACCEPTABLE
This building has nothing in common with its smaller neighbors. It breaks the rhythm of the street and overwhelms the adjacent buildings with its excessive bulk.



ACCEPTABLE
A slender building where the height to width ratio is about 2.5 to 1 shares a similar width with its small neighbors and thus does not intrude in a destructive fashion.

- Projects having more than 50 feet width of street frontage should be divided in architectural treatment to appear as two or more independent buildings. The scale or division should reflect the typical scale of older buildings within the Chinatown area.



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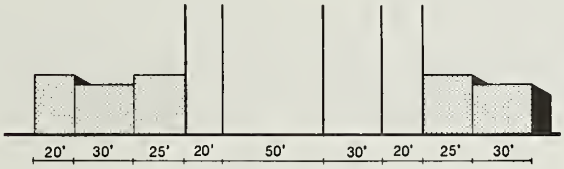
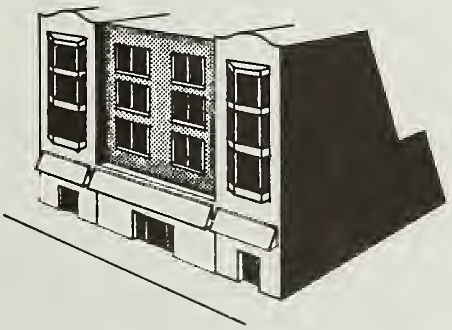
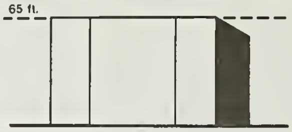


ACCEPTABLE

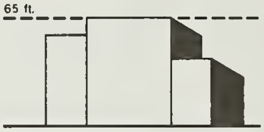
- Flat facade surfaces should be broken up, at least every thirty feet by the projection of bay windows or by a vertical recess.



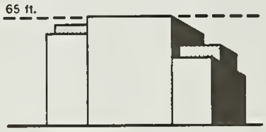
- The facade divisions of projects with a wide street frontage should be reinforced by matching changes in the height of portions of the building. These changes of height should be large enough to effectively break up the facade mass.



UNACCEPTABLE
The minor extension of the center parapet is not sufficient to break up the mass of the project and effectively differentiate the facades.

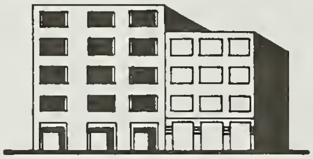


ACCEPTABLE



ACCEPTABLE
Additional volume may be recaptured provided it is set back from the street and does not damage the external view

- The effective differentiation of facade requires more than small scale changes in detailing. At the ground level, independent entrances to shops help establish separateness of facades. Proceeding upward, differences in beltcourse design and elevation; window size, proportion and or placement; architectural treatment of the window frames; designs of cornices or parapets can achieve the same purpose. These differences can be further enhanced by use of color and materials.



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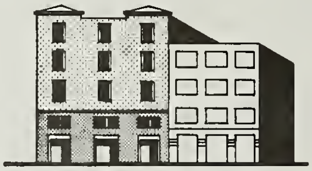
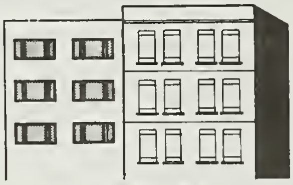


ACCEPTABLE

- Floor to floor heights should not be so low as to prevent the creation of facades that harmonize with the proportions of the dominant architecture of the Chinatown area.



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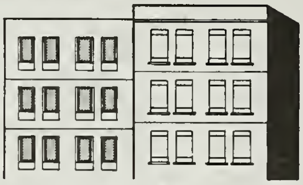
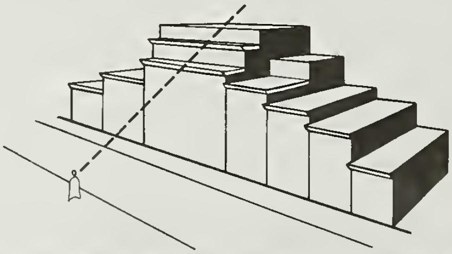


ACCEPTABLE

- Maintaining the continuity of street wall height is important to conserving the comfortable human scale of the streets in Chinatown. Setbacks from the street property line may be required at appropriate elevations to maintain this critical scale giving quality where an extended interruption would be damaging.



- Large heavy building forms should be made to appear more delicate and compatible with the detail of existing building by the addition of fine scale extensions of the building. Exeptions to height limits allow an extended parapet and small open structures to facilitate achievement of this criteria.
- Projects near buildings designated for preservation or otherwise highly rated in architectural surveys must give special consideration to the contextual requirements for these important buildings to remain in a harmonious setting.
- Allow special treatment of corners. Strong corner forms help define the larger space of the intersection and reassert the traditional city pattern. Chinatown in particular is noted for slender corner towers. Height limits, setbacks and limits on horizontal dimensions should not apply to decorative pavilions, pagodas or sculptural features not exceeding 150 squares feet in area. Decorative parapet configurations should be allowed to extend up to 8 feet above the height limits.

MIXED USE

OBJECTIVE 2

RETAIN AND REINFORCE CHINATOWN'S MUTUALLY SUPPORTIVE FUNCTIONS AS NEIGHBORHOOD, CAPITAL CITY AND VISITOR ATTRACTION.

Chinatown has three major roles:

1. A residential neighborhood with 10,000 to 15,000 population, primarily elderly and recent refugee/immigrant households. It has its own language and newspapers, groceries, fish and meat markets and small shops.

2. Chinatown functions as a capital city and center of civic, religious, political and social service organizations , as well as a specialized shopping center for the larger Chinese population of the Bay Area.

3. Chinatown is a destination for most visitors to the city and many Chinatown restaurant and gift store enterprises have a strong tourist trade.

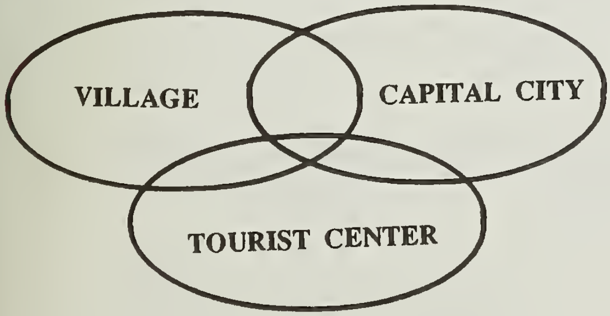
Although the land uses associated with these functions tend to cluster, there is in fact, much overlap and intermixing.

POLICY 1

Define mixed use subdistricts based on the predominant type of ground level use.

POLICY 2

Base zoning on the generalized land use and density map below.



HOUSING AND OPEN SPACE

OBJECTIVE 3

STABILIZE AND WHERE POSSIBLE INCREASE THE SUPPLY OF HOUSING.

POLICY 1

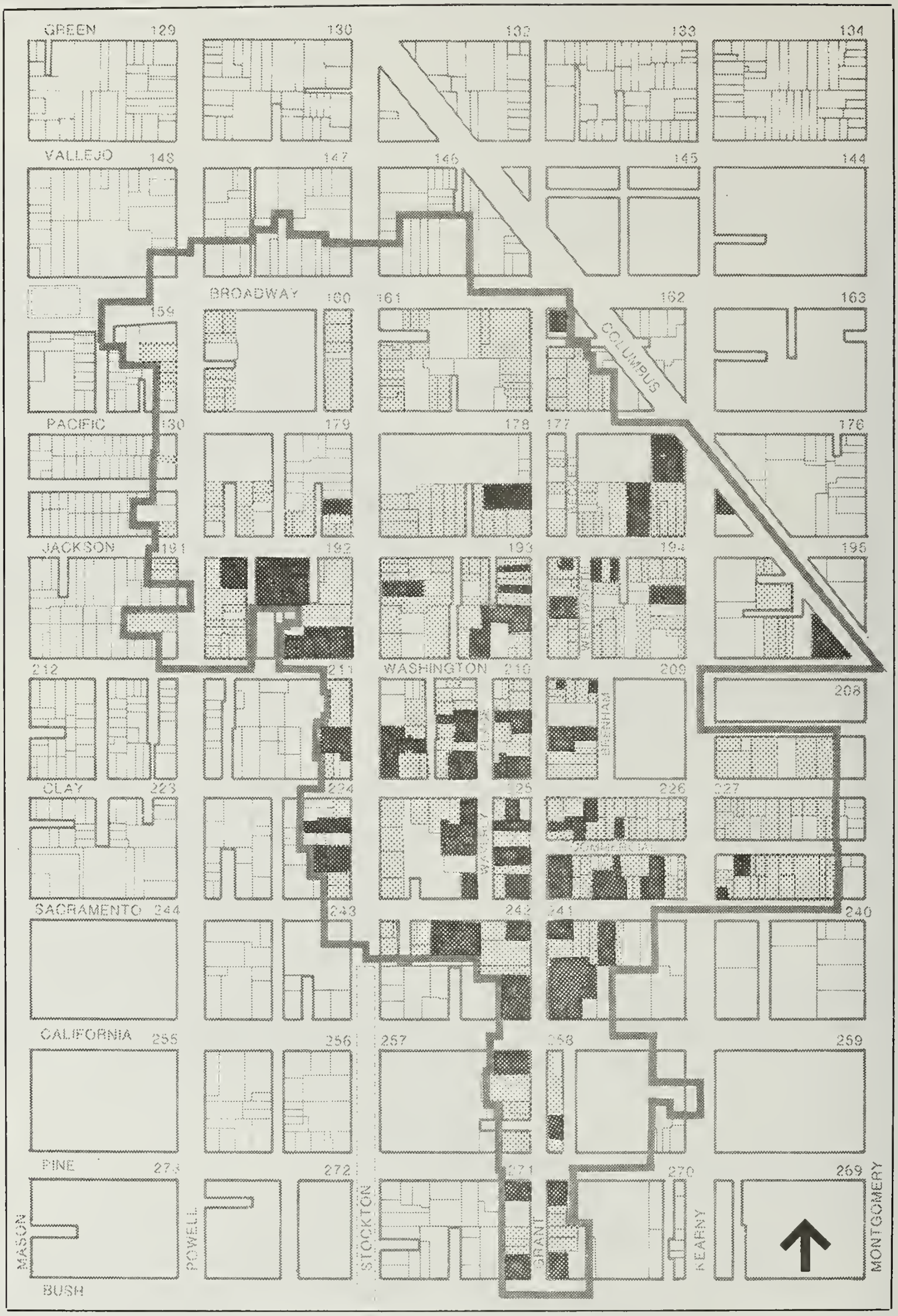
Conserve existing housing.

Chinatown's 6,500 housing units, with their moderate rent are a virtually irreplaceable housing resource. The protection already provided to residential hotel units (two thirds of Chinatown's housing) needs to be extended to apartment units as well. Demolition should be allowed only if that is the only way to protect public safety or for a specific use in which there is a high degree of community need. Low cost housing removed by new development should be replaced on a unit for unit basis and adequate relocation assistance for all displaced persons should be assured.

POLICY 2

Increase the supply of housing.

New zoning controls in Chinatown should insure that a substantial part of new buildings will consist of housing. In selected areas of Chinatown, height incentives related to provision of affordable housing should be provided. New residential development should be linked to new commercial development. While market rate housing may have standard parking requirements, other forms of housing in Chinatown may not need as much parking.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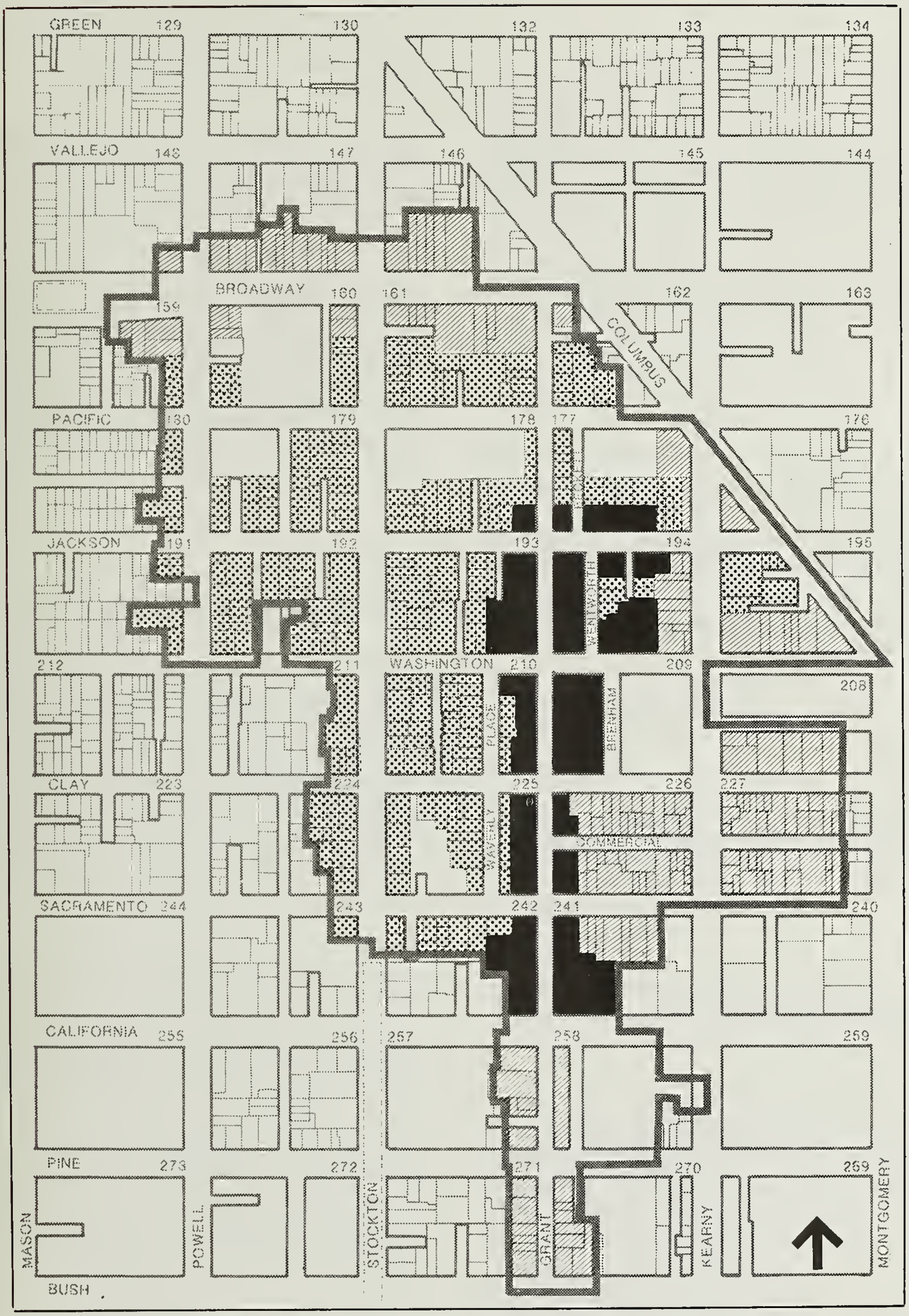
ARCHITECTURAL RATINGS OF STRUCTURES

■ Significant

▨ Compatible

Map 2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MONTGOMERY
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CHINATOWN LAND USE AND DENSITY PLAN **Map 3**

	PREDOMINANT COMMERCIAL USE TYPE	BUILDING COMMERCIAL INTENSITY DENSITY	APPROPRIATE ZONING DISTRICT
░	Chinatown Residential Neighborhood Commercial	FAR 1.0 : 1	CRNC
▨	Chinatown Community Business	2.8 : 1	CCB
■	Chinatown Visitor Retail	2.0 : 1	CVR

POLICY 3

Seismically upgrade unreinforced masonry buildings without imposing undue financial burdens or permanent displacement of residents.

Approximately half of Chinatown's buildings are unreinforced masonry. Many of these buildings should be retained because of their historical and architectural importance. The cost of full seismic upgrade is considerable and would cause displacement of tenants, but some safety measures allowing safe exodus are less costly. The City is investigating the feasibility of encouraging such safety measures as additional bracing and tying of floors. Such measures provide a substantial amount of protection and can be done at lower cost than a full upgrade. If work is done on an older building with low income tenants in an historic district, as much as 60% of the cost can be taken as federal income tax credits under the 1986 tax law.

OBJECTIVE 4

PRESERVE THE URBAN ROLE OF CHINATOWN AS A RESIDENTIAL NEIGHBORHOOD.

POLICY 1

Protect and enhance neighborhood serving character of commercial uses in predominantly residential areas.

Most such uses occur in small stores and shops, so the regulation of size and the street frontage can protect existing smaller enterprises from displacement by larger operations and can help maintain diversity.

POLICY 2

Control proliferation of uses that tend to crowd out the needed neighborhood services.

Such uses as financial institutions, conventional fast food vendors and jewelry stores tend to displace smaller retail spaces and neighborhood shops and need to be limited or subject to discretionary approval.

POLICY 3

Guide the location of tourist oriented uses away from predominantly residential neighborhood commercial areas.

Such uses as large restaurants and gift stores do not belong in residential neighborhood commercial areas because they do not primarily serve the local residents. Furthermore, the neighborhood economy is vital for the tourist industry itself. Tourists come to Chinatown not only to shop and eat, but to see a thriving Chinese community with small businesses and institutions that cater to residents. These uses should not be crowded out by tourist-oriented uses.

POLICY 4

Expand open space opportunities.

Chinatown has long been designated as a high-need neighborhood and has been granted acquisition funds for a new park in the Prop. J Open Space acquisition program. Chinatown has been the only designated high-need neighborhood which as of 1987 had not yet received a new park. Site acquisition in such a densely built-up area containing so much residential population has been extremely difficult, but the City is proceeding to acquire a site on Powell Street.

Both conventional and innovative means of assembling open space should be explored. In addition to the much needed new park, Chinatown has opportunities to use and develop alternative forms of open space including, school yards, alleyways and sidewalks. Air rights on existing publicly-owned property such as Ping Yuen housing complexes should be used for additional open space. Finally, existing resources should be used in ways that enable more people to benefit from high quality outdoor areas.

The following specific measures should be pursued:

- Aggressively continue to implement the alleyway improvement program.
- Improve existing school yards and provide for their use during non- school hours.
- Maximize use of existing public recreation facilities through better maintenance and revamping and redesign where appropriate.

TOURISM

OBJECTIVE 5

RETAIN AND ENHANCE CHINATOWN'S ROLE AS A VISITOR ATTRACTION.

The San Francisco Convention and Tourist Bureau reports that of the two to three million visitors to San Francisco each year, at least three out of four visit Chinatown. During peak visitor days, visitors may outnumber local residents. An estimated one third of the estimated 20,000 jobs in Chinatown are related to visitors and therefore its tourist role is important to the neighborhood.

POLICY 1

Maintain Grant Avenue as the traditional specialty retailing area.

Grant Avenue is a specialty shopping street with a concentration of Chinese style architectural detailing that contributes to the City's visual diversity. Many of the tourist-oriented restaurants and gift shops are concentrated here. The street's present character, use and scale should be retained while allowing a modest potential for future economic expansion.

COMMERCE

OBJECTIVE 6

RETAIN CHINATOWN'S ROLE AS A CAPITAL CITY

Chinatown functions as a capital city and center of civic, religious and political organization, as well as a specialized shopping area for the larger Chinese population of the Bay Area. There are about 200,000 Chinese in the Bay Area and about 2/3 of this population lives in San Francisco.

POLICY 1

Provide incentives for location and expansion of institutions and cultural facilities.

Institutional land use including space for social agencies comprises a significant share of all floor area in Chinatown. Family and District Associations whose roots go back to the first settlement of Chinatown are important agencies in the provision of various support service to their members. There are approximately 140 family and district association in the planning area. There are also a number of health and social service agencies. Public and private health, educational and welfare agencies which provide support services to Chinatown residents should not have to compete with commercial uses for activity space. Limits on commercial floor area should not apply to institutional land uses.

POLICY 2

Provide for modest expansion of community business offices related to Capital City role.

Kearny Street and vicinity have more potential for added office development than other parts of Chinatown. Changes should be carefully managed, however, to avoid excessive new development.

TRANSPORTATION

OBJECTIVE 7

MANAGE TRANSPORTATION IMPACTS TO STABILIZE OR REDUCE THE DIFFICULTIES OF WALKING, DRIVING, DELIVERING GOODS, PARKING OR USING TRANSIT IN CHINATOWN.

Chinatown is characterized by high pedestrian volumes and intensive use of public transportation. During peak shopping times, the sidewalks, especially along Stock-

ton Street and Grant Avenue, fill with throngs of visitors and residents. At these times, buses may move at the same speed or even more slowly than pedestrians.

Pedestrian space needs to be maximized where possible. Chinatown residents, 75% of whom have no cars echo need for more frequent and less crowded bus service and better east-west links. Paratransit is also an important part of the transportation system in Chinatown.

POLICY 1

Implement measures responsive to pedestrian needs such as scramble system intersections, increased duration of walk signals, and limits on auto use in alleys.

POLICY 2

Make MUNI routes more reflective of and responsive to Chinatown ridership, including bilingual signage, schedules, maps.

POLICY 3

Improve and increase parking enforcement; use enforcement and rate structures to encourage short term parking; operate meters seven days a week.

POLICY 4

Increase public parking opportunities; set rates to discourage long-term parking.

Parking is extremely difficult to find in Chinatown. Provision of a new off-street parking facility is a high priority. However, locating such a facility without displacement of residents or businesses is a problem. Other parking solutions include increasing the joint use of existing parking, expansion of metered spaces, increased enforcement to increase the turnover of on-street parking, and increased parking fees.

Since Chinatown is adjacent to the financial district, downtown commute patterns and goods movements are major contributors to congestion. Morning peak traffic often conflicts with local truck loading, particularly for meat and produce. Changes in timing for deliveries could reduce such conflicts.

POLICY 5

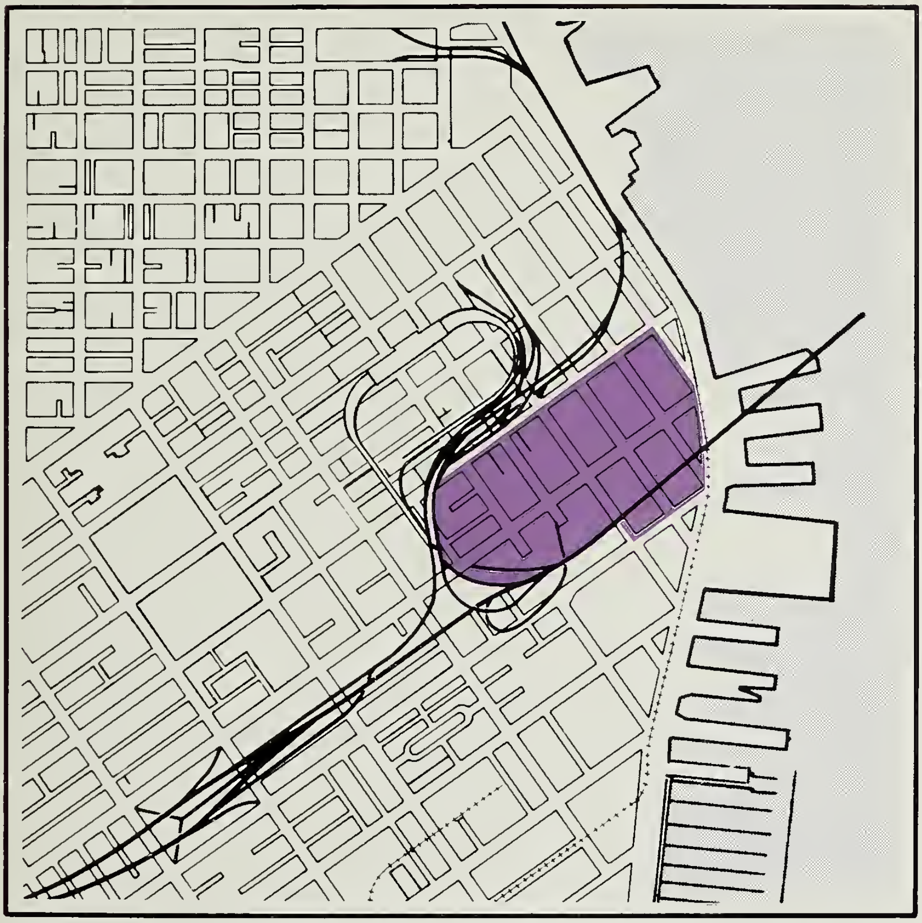
Minimize truck loading/unloading conflicts.

POLICY 6

Implement concentrated commercial loading zones and uniform truck delivery schedules.

RINCON HILL

RINCON HILL



RINCON HILL

RINCON HILL

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DEPARTMENT OF CITY PLANNING

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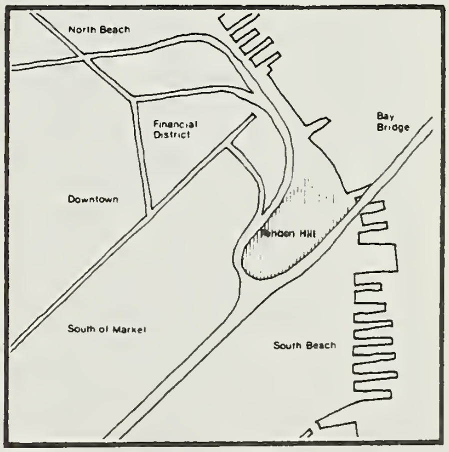
RINCON HILL

INTRODUCTION

This is a Plan for the emergence of a new mixed-use neighborhood on Rincon Hill, a twelve-block area close to downtown. This area is highly visible because it is framed by the Bay Bridge and the ramps leading to the Embarcadero Freeway.

The need for new housing in San Francisco is great. Rincon Hill is a high priority housing site for the following reasons:

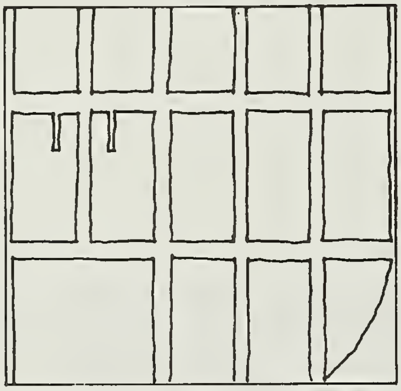
1. It is a large area and one in which some highrise buildings would be appropriate. A large number of housing units could be accommodated here. Few locations in the city represent such a major opportunity.
2. The land is presently underutilized. Thus, introduction of major new housing development will not cause disruptive dislocations or harm the physical quality of an existing neighborhood. Accordingly, opposition to new development is significantly less here than elsewhere in the city.
3. Rincon Hill is a five minute walk from the financial district. It has easy access to public transit and will benefit from the Rincon Point-South Beach redevelopment project on the southeastern waterfront, particularly the construction of the Waterfront Promenade along the Embarcadero.
4. Highrise and midrise buildings on Rincon Hill can enjoy some of the best vistas in the city — of downtown, the Bay, and particularly, of the Bay Bridge which looms dramatically over the area. Capturing these potential views is an important element of the Plan.



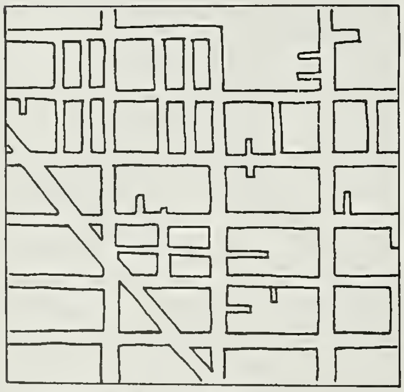
Vicinity Map

Before such new development can occur, however, several distinctly negative features of the Rincon Hill site must be addressed. The Rincon Hill Plan sets forth a process by which presently underutilized industrial land now devoid of all the intimate qualities of neighborhood life, can be transformed into a desirable new place to live in San Francisco.

The existing industrial character of Rincon Hill is reinforced by the geometry of its street grid. When compared to the complex pattern of streets in North Beach, Rincon Hill's streets are quite wide. Creation of a more residentially scaled street pattern on Rincon Hill is a major intent of this Plan.



RINCON HILL GRID



NORTH BEACH GRID

The Rincon Hill Plan incorporates a strategy through which public policy can induce private capital to transform an unattractive and underutilized environment into an urbane, new residential neighborhood. This is a Plan to be acted upon by the infusion of private capital without public acquisition of land. Public investments in the form of adjacent residential and waterfront amenities as part of the South Beach-Rincon Point redevelopment project and potential construction of intercept parking facilities as part of the I-280 reprogramming of highway funding will provide an added stimulus.

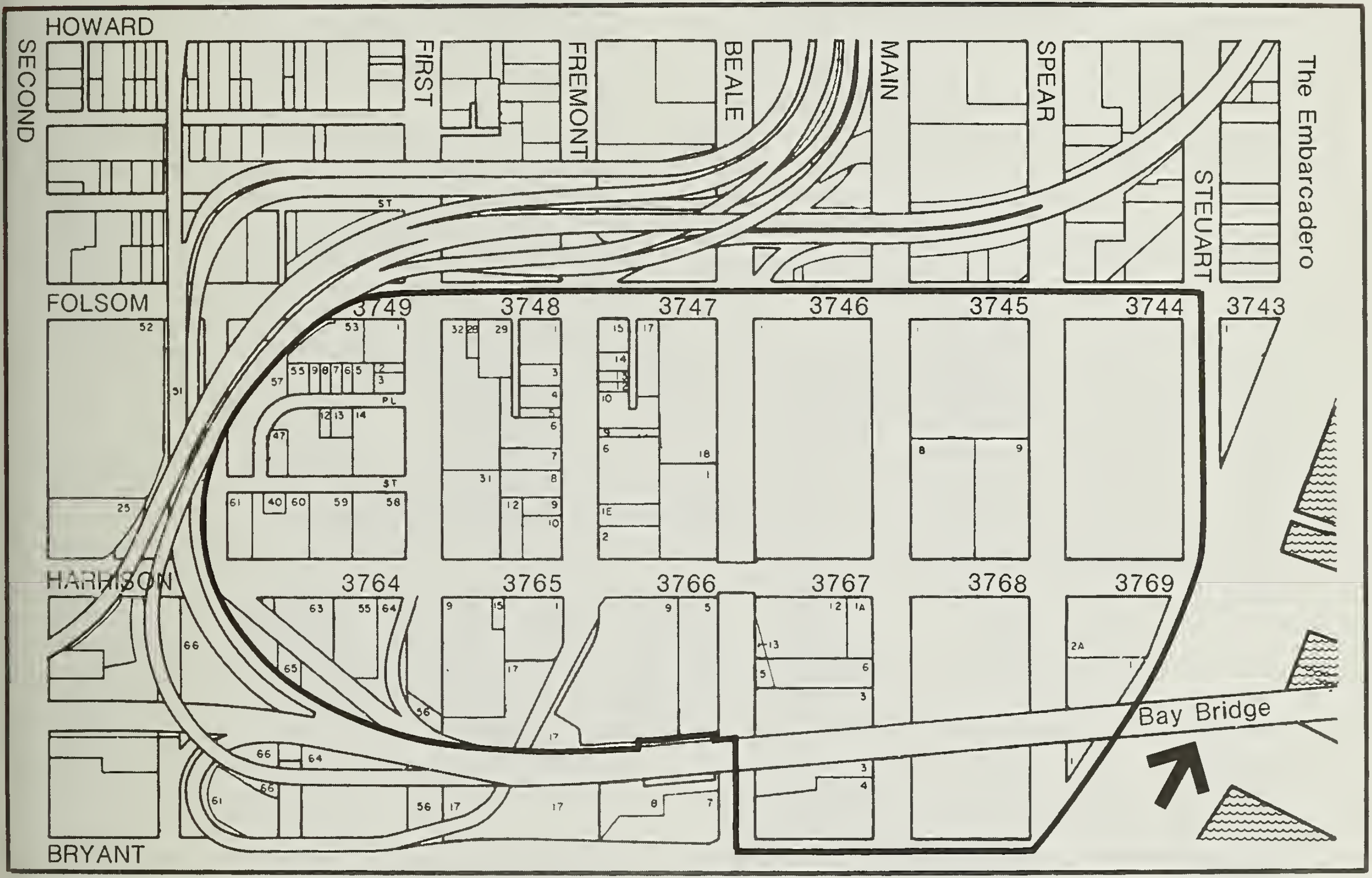
The Plan calls for a balanced system of incentives and controls to induce collective action by individual developers to overcome the obstacles to development presented by the existing conditions. The proposed Mixed-Use District calls for a mutually supportive mix of uses and will encourage private developers to remake important parts of the public infrastructure of the Hill.

As it now stands, Rincon Hill will neither attract nor support housing development. The streets are unattractively wide and barren. There are no places to eat and drink or to shop or walk. Housing will need services, and these services will need both daytime and nighttime patronage.

Therefore, the area is to be zoned for mixed development — offices, recreation, service retail, and housing. Some new office construction is permitted in the district for two reasons — first, to help provide daytime support for the services and stores which new housing will require; and secondly, to provide a buffer between the Bridge and the freeways, and the new housing sites. Office buildings will be relatively low in height to prevent the blocking of views, but will contain large floors appropriate to "back office" uses.

This modest office component of the Plan will help to trigger the growth of housing. There is a demand for office space of this type. These new buildings can help to underwrite the street and sidewalk improvements which are necessary to make Rincon Hill a desirable place to live.

The Plan also calls for some important changes to the street pattern. Main, Beale and Spear Streets are proposed to be reduced in width to establish a more residential scale in the area. The Plan also provides for the creation of an interior circulation and open space system to enhance residential character, and link the top of the hill to the Bay.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ASSESSOR'S BLOCK AND LOT NUMBERS **Map 1**

RINCON HILL: PAST AND PRESENT

RINCON HILL HISTORY

European settlement of San Francisco first occurred in 1769. By the mid 1830s, areas of habitation included the Presidio, Mission and the pueblo of Yerba Buena at Yerba Buena Cove. The first expansion of San Francisco southward into Rincon Hill did not take place until the American Occupation in 1846. A further impetus was the Gold Rush in 1849. Prior to 1846, hunting and picnicking were the main activities on the Hill. With the advent of the American Occupation, however, Rincon Hill became the location of a government military reserve with a battery of 32 lb. cannons.

The influx of gold seekers of 1849 brought forth the development of much of Rincon Hill and the surrounding waterfront. During the mid 1800s Rincon Hill roughly included the area between present day Third, Spear, Folsom and Bryant Streets. The shoreline before 1850 is estimated to have been 300 feet to the east of Rincon Hill. Construction in the area occurred concurrently with the filling of the tide shores beginning in the 1850s and continuing for 30 years.

Due to its sunny climate, views and topography, during the 1850s and 1860s Rincon Hill was particularly attractive as a residential area for the merchant and professional class. Mansions, carriage houses and stables dominated Rincon Hill. Rincon Hill was considered quite fashionable. Families of sea captains and shipping merchants as well as foreign nobility lived on the Hill. The area was said to have had a similar feeling and flavor as such eastern seaboard villages as Nantucket and Martha's Vineyard.

At the same time housing was being constructed, the maritime industry was also developing along the area's waterfront, resulting in the construction of wharves, commercial rows, seafarers services, retail centers and industrial development on and around the Hill.

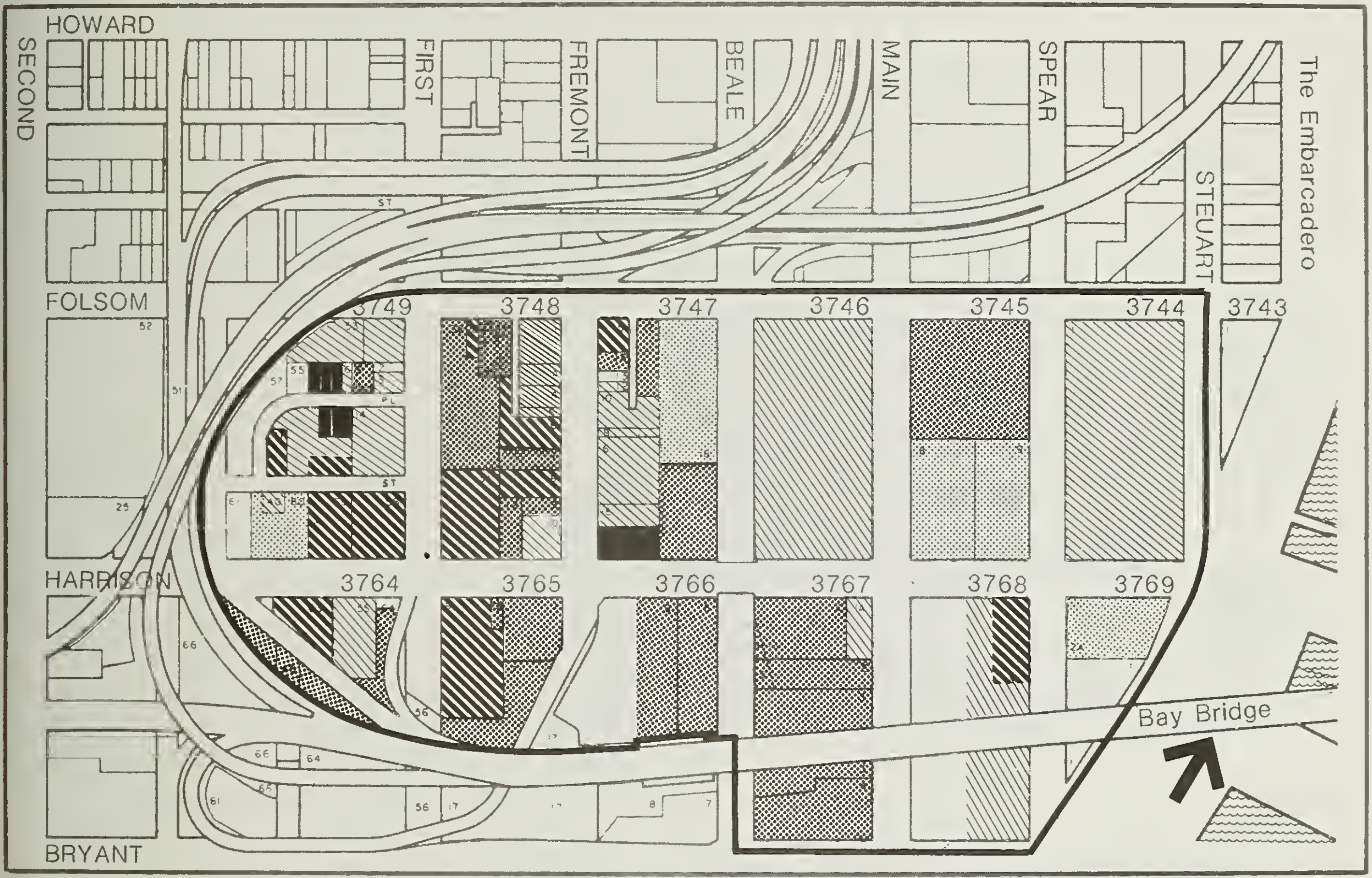
One of the buildings noted as significant of that time was the Sailor's Home, a very early landmark of the area. This building was located on the tip of old Rincon Point between Spear and Main facing Harrison and the Bay. It was built in 1852, first serving San Francisco as the United States Marine Hospital, then as a seamen's home, and finally as a home for the poor. In the 1870s it was a place for the "indigent or sick", and as the turn of the century passed, Captain Jack Shickell recalled, "The old Sailor's Home stood on Rincon Hill, but was run by the City and no longer for the exclusive use of seamen." The 1919 Sanborn Maps indicate that the former Sailor's Home successively became a Cooperative Employment Bureau, a woodyard, and again a home for the poor. Today, Block 3745 is shared by Golden Gate Transit and an empty federal office building.

In 1869, to provide better access to the wharves and industries along Mission Bay, a major street reconstruction, the Second Street Cut, was undertaken by the city. This public works project literally divided Rincon Hill and created raw edges which led to the eclipse of Rincon Hill as a fashionable site for the homes of San Francisco's middle and upper classes. The final blow to Rincon Hill as a residential neighborhood, however, was not to come until the tumult of April 18, 1906.

The 1906 San Francisco earthquake and fire leveled the neighborhood. As the city was reconstructed, new building methods and cable cars enabled people to live in the hills above Market Street and in other parts of the city. After 1906, Rincon Hill was slow to rebuild. The only people who made their homes in Rincon Hill immediately after the earthquake were workers and seamen. Their self-built shacks made of refuse lumber, packing boxes and sheet iron dotted the slopes of Rincon Hill. Authorities debated for years whether the rest of the Hill should be leveled to provide for better access to the docks, warehouses, and industrial sites.

When the San Francisco-Oakland Bay Bridge was completed in 1936, the squatter shacks disappeared. The South of Market area (including Rincon Hill) became an important regional distributing center. Many wholesalers and warehousers took advantage of its location which was close to the port, the rail network and the central district of the Bay Region's largest city and next to a bridge connection with the growing East Bay area.

South of Market (including Rincon Hill) grew in importance as a distribution center until after World War II, when shipping modes went from rail to truck. Breakbulk operations became less important as cargoes were containerized. Competition from Oakland and other ports further reduced San Francisco's ship trade. As transportation-related activities left, vacancies were filled by warehouses, storage, distributors, government services and other uses not as dependent on the port.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Bay Bridge

EXISTING LAND USE MAP

Map 2

░	**Vacant Building**	■	**Residential**
▧	**Utilities**	▩	**Parking**
▨	**Industrial**	□	**Vacant Lot**
▧	**Commercial**		

RINCON HILL LAND USE

Rincon Hill contains approximately 55 acres of land. The area is subdivided into over 70 parcels, which are both publicly and privately-owned.

At the time this plan is adopted, industrial buildings and surface parking areas predominate. The brickfaced Hills Brothers Coffee building dominates the lower portion of the Hill. Rising westward up the hill, between Folsom and Harrison are some state and federal office/ warehouse facilities, a formerly federally-owned office warehouse, and a number of paved spaces.

As the hill crests, there are several buildings operated exclusively for seamen, a living remnant of the Hill's history. These include two unions, a union hiring hall, a health and welfare fund office, an outpatient medical clinic and a residence and dining hall providing temporary shelter for seamen. Interspersed are manufacturing, parking, and other office uses. Between First and Essex Streets the area is divided by two smaller streets, Guy Place and Lansing Street. This area contains residences along Guy Place, and a variety of seafaring-related and office uses.

The blocks to the south of Harrison, nesting under the Bay Bridge, contain a mixture of parking, commercial industrial uses, and vacant lots.

OBJECTIVES AND POLICIES FOR NEW DEVELOPMENT AND CONSERVATION

The following objectives and policies apply to all future development in Rincon Hill.

LAND USE

OBJECTIVE 1

TO CREATE A UNIQUE RESIDENTIAL NEIGHBORHOOD CLOSE TO DOWNTOWN WHICH WILL CONTRIBUTE SIGNIFICANTLY TO THE CITY'S HOUSING SUPPLY.

OBJECTIVE 2

TO CREATE SPACE FOR ADDITIONAL USES WHICH WILL PROVIDE NEEDED SERVICES FOR THE RESIDENT POPULATION.

OBJECTIVE 3

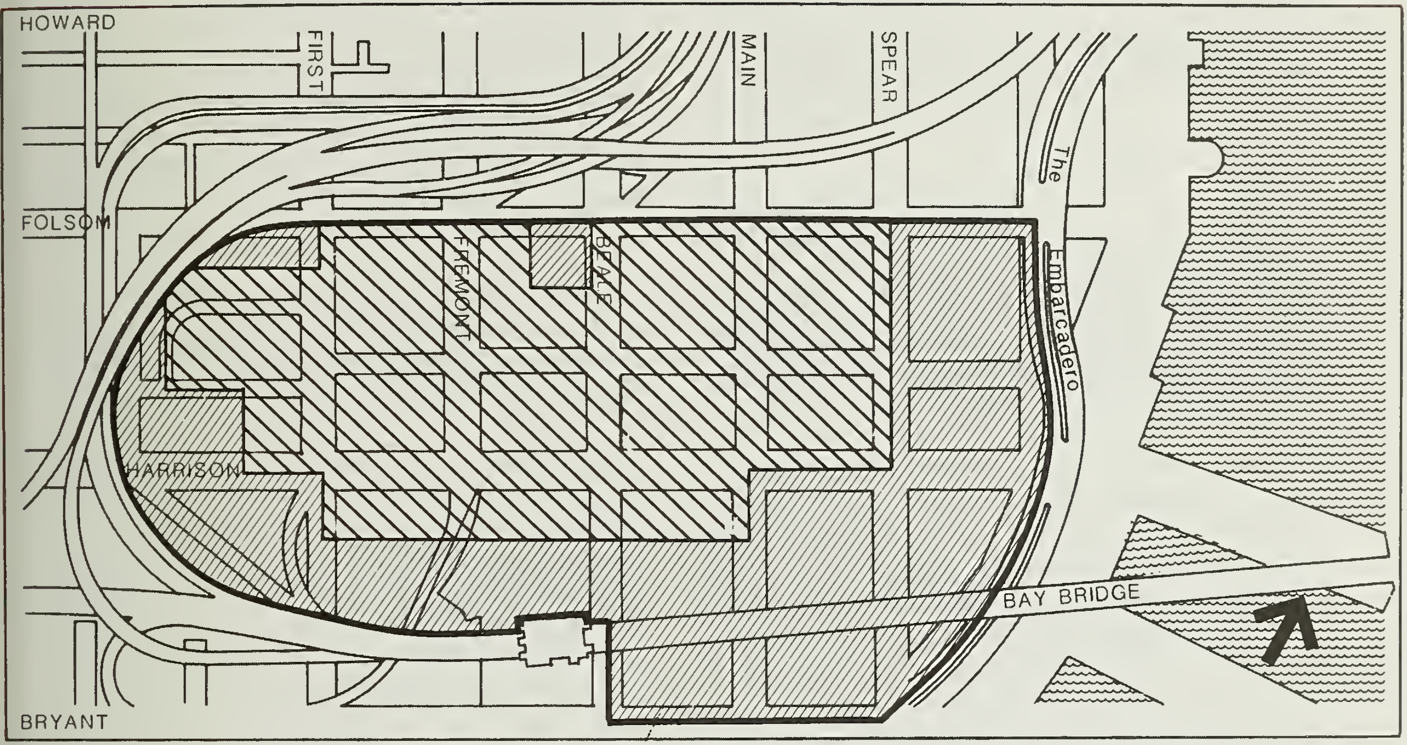
TO ALLOW EXISTING INDUSTRIAL, SERVICE AND OFFICE USES TO REMAIN AND CREATE NEW SUCH USES IN DESIGNATED LOCATIONS.

POLICIES

Rincon Hill should be divided into two subareas: residential and commercial/industrial. The subarea boundaries are shown on Map 3.

Residential

A limited area at the top of the hill should be designated for development of up to four tall residential buildings. Various bulk and set back rules should be applied to prevent the buildings from becoming too massive and overwhelming the area. Service retail uses at some locations and low-rise row housing along a pedestrian street running southwest to northeast from the top of the hill to the Bay should be provided. A limited amount of commercial use (one square foot for every 6 square feet of residential space) should also be permitted at the base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FOLSOM
FREMONT
BEALE
HARRISON
BAY BRIDGE
BRYANT

LAND USE PLAN **Map 3**

▨ **Residential**

▧ **Commercial/Industrial**

In Block 3766,Lot 5 along Beale Street is situated in a hollow and is a suitable site for a parking facility. The Residential category applies to the northern portion of this lot only at a level equal to or above the elevation of Harrison Street.

of the residential structures to screen the parking and create daytime activity in the area. New development should be required to provide some open space available to the general public.

The area generally east and west of the higher height district should be developed predominantly with mid-rise residential structures.

Commercial/Industrial

This designation should apply to the properties which roughly encircle the residential areas. (See Map 3.) Controls should be essentially those of the existing light industrial (M-1) use district with some lowering of density allowances and parking requirements and imposition of open space requirements.

This area includes a number of older structures which should be retained and adaptively reused. Height, bulk and FAR requirements should be set to encourage infill with new buildings of modest height with large floor areas and simple shapes. Intercept commuter parking facilities could be developed on several sites in this subarea.

Non-Conforming Uses

In the two subareas existing nonconforming uses should be allowed to remain indefinitely, but should be permitted to be changed to uses other than their current use only if such uses are permitted under the provisions of this Plan.

HOUSING

OBJECTIVE 4

TO PROVIDE QUALITY HOUSING IN A PLEASANT ENVIRONMENT THAT HAS ADEQUATE ACCESS TO LIGHT, AIR AND OPEN SPACE.

POLICIES

Creation of the amenities of a pleasant housing environment should be the central feature of new development in the area. The open space plan, the pedestrian street, and the various controls on building form proposed in the plan are intended to provide an attractive neighborhood ambience.

One existing environmental characteristic — noise — requires special attention. Portions of Rincon Hill are quite noisy. Sound levels near the Bridge and freeways exceed State and City land use compatibility standards for housing. These regulatory standards are based on average noise exposure in a 24-hour period. In such a setting, occasional noises such as trucks ascending on-ramps at night, become even more irritating.

To address the problem of high noise levels, noise reduction measures for individual buildings should be established and evaluated through the environmental evaluation process.

There are a variety of ways in which the sound coming from the Bridge and freeways can be mitigated for dwellings. Noise control for interior spaces can be provided through sound-rated windows. Other sound attenuation measures such as deep balconies and solid balcony rails will also be necessary. Bedrooms or whole units can be insulated from noise by solaria which provide not only sound insulation but also usable garden space, and on the south, solar heating. To encourage their use, solaria should be permitted to be counted as required private, usable open space.

OBJECTIVE 5

TO LOWER THE COST OF HOUSING TO MAKE IT MORE AFFORDABLE.

POLICIES

The allowable development envelope should accommodate a large number of units. Maximum design flexibility for unit size should be allowed, permitting the creation of smaller, compact units for smaller households as a means of lowering unit cost.

Developments should combine higher density and smaller unit size with the use of governmental housing finance programs in order to lower unit costs and to make housing more affordable. Tax increment financing or other legal mechanisms might be used so that a portion of the increased taxes from the area could be used to lower housing costs.

Mixed use and flexible parking provisions should be incorporated into zoning controls to provide additional incentives for more affordable housing. Allowing one square foot of commercial for each six square feet of residential use in the Residential Midrise and Highrise areas can help support lower cost units. Parking requirements can be reduced because of the proximity of the area to Downtown and to transit service and the cost savings translated into lower housing costs.

OBJECTIVE 6

TO PRESERVE EXISTING HOUSING UNITS ON GUY PLACE AND LANSING STREET.

POLICIES

The existing residential units on Guy Place and Lansing Street should be retained. These two streets contain examples of the residential character which the Plan seeks to enhance and extend along Pedestrian Streets.

URBAN DESIGN

OBJECTIVE 7

TO ACHIEVE AN AESTHETICALLY PLEASING RESIDENTIAL COMMUNITY.

OBJECTIVE 8

TO CAPITALIZE ON THE UNIQUE QUALITIES OF RINCON HILL, SPECIFICALLY ITS SWEEPING VIEWS OF THE BAY, ITS PROXIMITY TO DOWNTOWN, AND ITS RELATIONSHIP TO THE WATERFRONT AND BAY.

OBJECTIVE 9

TO RESPECT THE NATURAL TOPOGRAPHY OF THE HILL AND FOLLOW THE POLICIES ALREADY ESTABLISHED IN THE URBAN DESIGN ELEMENT WHICH RESTRICT HEIGHT NEAR THE WATER AND ALLOW INCREASED HEIGHT ON THE TOP OF HILLS.

OBJECTIVE 10

TO PRESERVE VIEWS OF THE BAY AND THE BAY BRIDGE WHICH ARE AMONG THE MOST IMPRESSIVE IN THE REGION.

OBJECTIVE 11

TO MAINTAIN VIEW CORRIDORS THROUGH THE AREA BY MEANS OF HEIGHT AND BULK CONTROLS WHICH INSURE CAREFULLY SPACED SLENDER TOWERS RATHER THAN BULKY, MASSIVE BUILDINGS.

OBJECTIVE 12

TO REDUCE THE PRESENT INDUSTRIAL SCALE OF THE STREETS BY CREATING A CIRCULATION NETWORK THROUGH THE INTERIOR BLOCKS, CREATING A STREET SCALE COMPARABLE TO THOSE IN EXISTING RESIDENTIAL AREAS ELSEWHERE IN THE CITY.

OBJECTIVE 13

TO REDUCE THE WIDTHS OF MAIN, SPEAR, AND BEALE STREETS TO CREATE ADDITIONAL DEVELOPABLE AREA AS WELL AS NEW PEDESTRIAN SPACE.

OBJECTIVE 14

TO KEEP WIND SPEEDS AT A COMFORTABLE LEVEL.

OBJECTIVE 15

TO ENCOURAGE A HUMAN SCALE STREETSCAPE WITH ACTIVITIES AND DESIGN FEATURES AT PEDESTRIAN EYE LEVEL.

POLICIES

Height and bulk controls are a primary means of meeting the design objectives. The controls should resolve potentially conflicting needs between creation of views within and from the area and protection of views through the area from other vantage points. Rincon Hill serves as a gateway to the city from the Bay Bridge. Development on the Hill will affect views from the Bridge and the freeways, and views of the Bridge from many places. While protection of these views is necessary, it is the panorama of the Bridge, the Bay and downtown from the Hill that makes it attractive as a housing site. It is not necessary or desirable for the entire Hill to be developed at very high densities or to great height, but there is a need for some special development opportunities to establish Rincon Hill as a residential district.

Accordingly, Rincon Hill should be divided into height districts which follow the design principles applied elsewhere in the city, with lower buildings along the freeways and the waterfront stepping up toward downtown and the hilltops.

Bulk controls should be applied which make the tops of buildings slender, their silhouettes stepped and tapered.

The height and bulk of specific development projects should conform to the following design policies:

- The highest towers should be clustered near the top of hill with heights stepping down as elevation decreases. The overall form should identify the hill as a distinctive geographic feature of the city.
- Heights of towers should be varied to avoid the visual benching created by a number of buildings whose tops are at the same elevation.
- Towers should be sited in a way that avoids excessive screening of downtown views from the bridge and minimizes shadowing of open space. Therefore, distances between towers in the same height district above 105' should not be less than approximately 150 feet.
- Structures near or adjacent to the Bay Bridge should clearly maintain, and where possible reinforce, the physical integrity of the Bridge's main span as seen from a distance.
- Structures approaching the Embarcadero should step down in height so as to acknowledge the meeting of land and water.

Building forms should minimize the creation of surface winds near the base of buildings.

RECREATION AND OPEN SPACE

OBJECTIVE 16

TO DEVELOP FACILITIES FOR PASSIVE AND ACTIVE RECREATION SERVING RESIDENTS, EMPLOYEES AND VISITORS.

OBJECTIVE 17

TO LINK THE AREA TO THE MAJOR PUBLIC OPEN SPACES AND TO THE WATERFRONT PROMENADE AT THE FOOT OF THE HILL.

OBJECTIVE 18

TO COORDINATE PARKS AND PEDESTRIAN PATHWAYS WITH PROJECTS ENCOMPASSED IN THE NORTHEASTERN WATERFRONT PLAN AND THE SOUTH BEACH - RINCON POINT REDEVELOPMENT PLAN.

OBJECTIVE 19

TO CREATE PUBLICLY ACCESSIBLE SCENIC OVERLOOKS AND VIEWING AREAS.

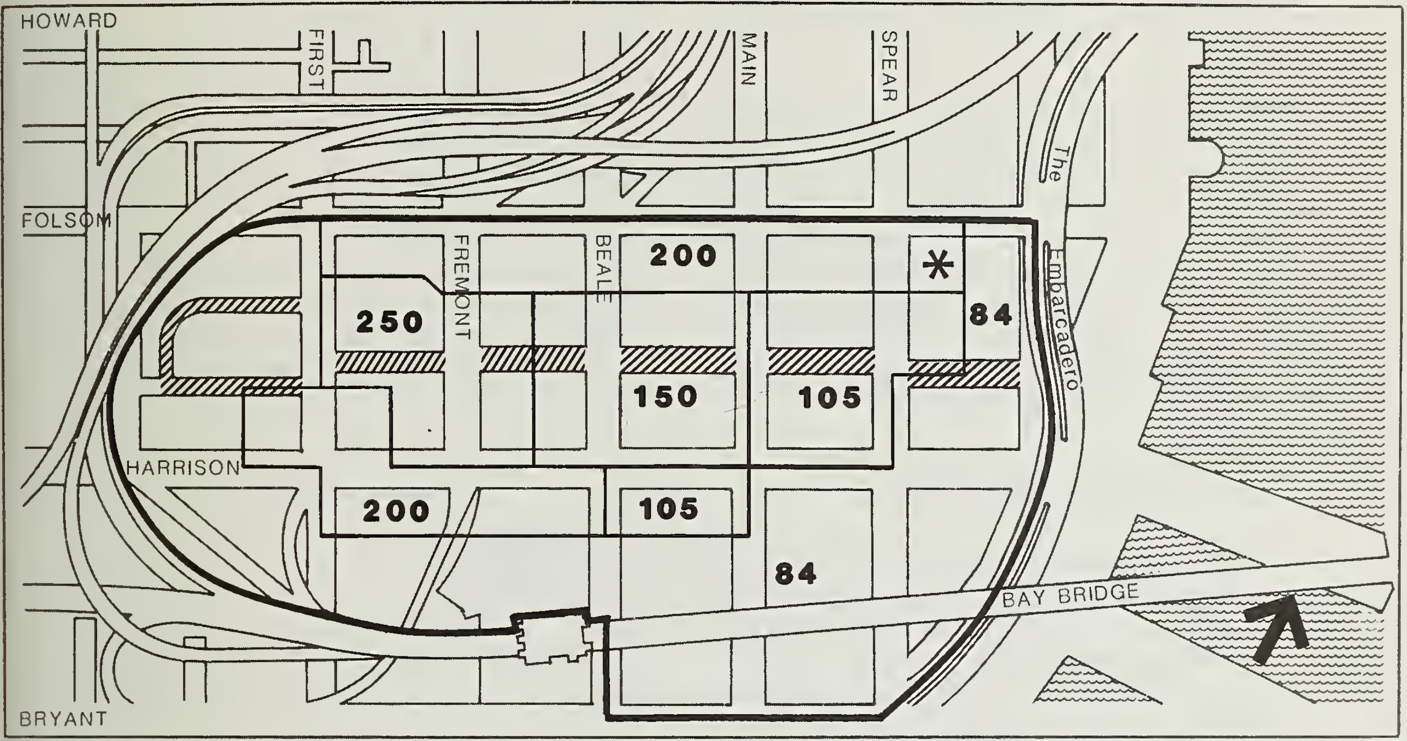
OBJECTIVE 20

TO CREATE AN INVITING AND PLEASANT PEDESTRIAN CORRIDOR TO THE FINANCIAL DISTRICT.

POLICIES

Public Open Space

Each development should provide publicly accessible open space in an amount equal to 20% of the site area. Pedestrian streets, sidewalk widening are encouraged and reservations of open space (by specifying maximum lot coverage) are mandated in the Plan for Blocks 3744-3748. These spaces can count in meeting a portion of each development's public open space requirement


HOWARD
FIRST
MAIN
SPEAR
The Embarcadero
FOLSOM
FREMONT
BEALE
200
*
250
84
150
105
HARRISON
200
105
84
BAY BRIDGE
BRYANT

HEIGHT LIMITS

Map 4

▨ **Pedestrian Street (See Map 5, Publicly Accessible Open Space Opportunities)**

* **Note:**

Height on this portion of Block 3744 is subject to further review and analysis of the Hills Brothers project.

provided the areas are publicly accessible and are beautified with lighting, decorative paving, seating and landscaping. In addition to these open spaces on the designated blocks, public open space should be permitted to be provided in a variety of outdoor forms, on ground floor or above, subject to review and approval by the City Planning Commission.

The open spaces should facilitate pedestrian movement as well as provide areas for people to sit and relax. Such spaces may include plazas, garden parks, galleries, and sidewalk arcades on the development parcel. If individual parcels are too small to provide quality public open space through such requirements as pedestrian streets, the public open space requirements should be permitted to be satisfied by joining with other developers to create larger recreational spaces on designated sites within the district, if approved by the Planning Commission.

Map 5 illustrates opportunities for open space. They include the following features and locations:

1. Widening of sidewalks, decorative paving, lighting, seating and trees along Beale, Main and Spear Streets between Harrison and Folsom Streets. The widened portion of the sidewalks may be credited against the open space requirement. The other sidewalk improvements would be required but not counted in meeting the 20% requirement.

2. Widening of sidewalks, decorative paving, lighting, seating and trees along Beale Street north of Rincon Hill to Howard Street, to provide a pleasant walk to and from the Financial District.

3. Creation of publicly accessible open space and a scenic overlook adjoining the Bay Bridge anchorage on Beale Street south of Harrison Street

4. Creation of a wide pedestrian overpass over Fremont Street, linking the residential uses on either side of the street. The overpass could be as wide as 70 feet and developed as open space and could include minor low structures incidental to open space use.

5. Creation of recreation facilities on the roofs of intercept parking garages on Beale and Main Streets should they be constructed.

6. Creation of a pedestrian/open space circulation network through Assessors Blocks 3744-3748.

Private Residential Open Space

In addition to public open space, residential open space should also be provided in relation to a development's residential area at a ratio of one square foot per 13 square feet of residentially occupied space.

Most of the residential open space should be in common areas for the residents of the development; however, up to 40% could be private in that it is for the use only of the residents to which it is attached. Common residential open space may be in the form of inner courts, on-site recreational facilities, roof decks, patios, sun and view terraces or congregate solariums. Some of the public open space should be counted as residential common open space if provided on the ground floor in the form of an urban park, community garden or other open space conducive to residential activity.

CIRCULATION

OBJECTIVE 21

TO CREATE SAFE AND PLEASANT PEDESTRIAN NETWORKS WITHIN THE RINCON HILL AREA, TO DOWNTOWN, AND THE BAY.

OBJECTIVE 22

TO REDUCE WIDTHS OF SELECTED STREETS TO THOSE WHICH MEET CIRCULATION NEEDS AND COMPLEMENT RESIDENTIAL USE.

OBJECTIVE 23

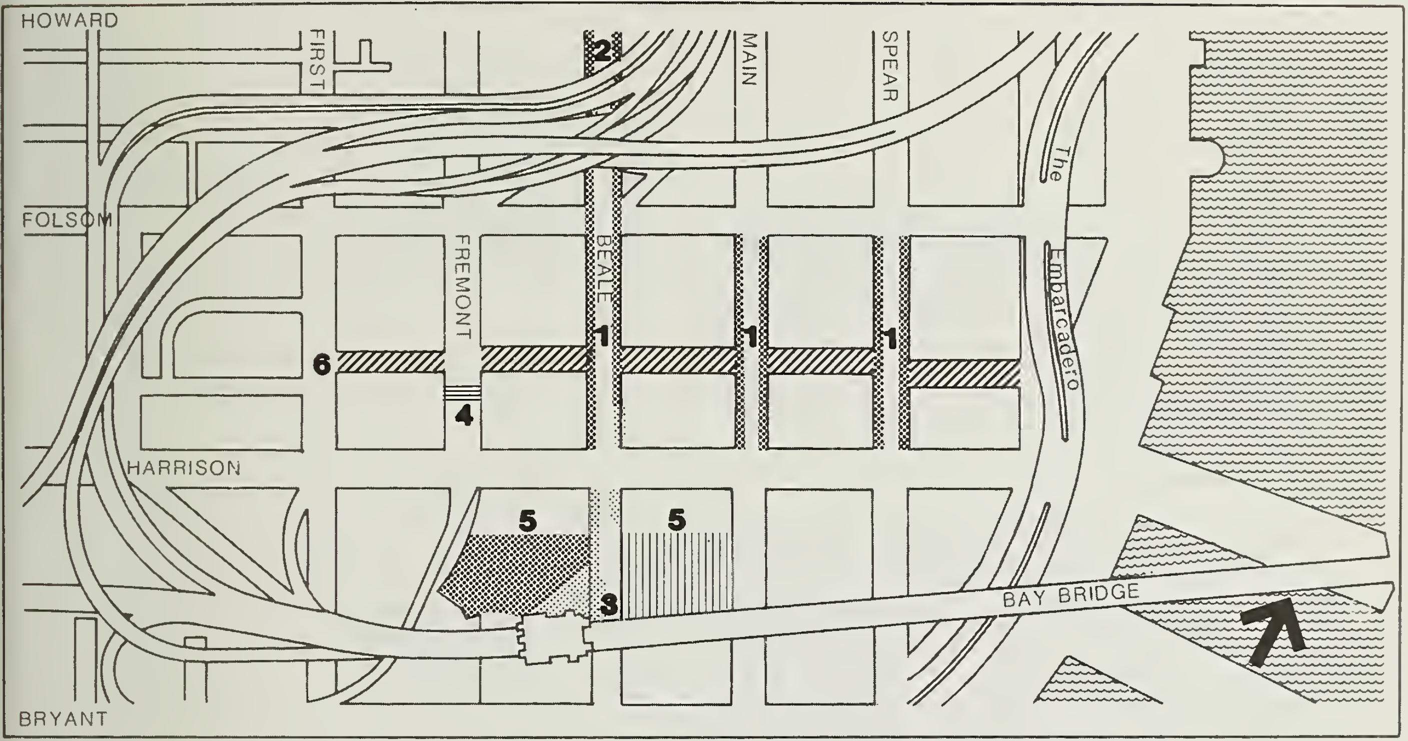
TO IMPROVE TRANSIT SERVICE TO AND FROM RINCON HILL.

OBJECTIVE 24

TO PROVIDE SUFFICIENT OFF STREET PARKING SPACE FOR RESIDENTS.

OBJECTIVE 25

TO ENCOURAGE CREATION OF INTERCEPT AND JOINT USE PARKING STRUCTURES.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The Embarcadero
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PUBLICLY ACCESSIBLE OPEN SPACE OPPORTUNITIES

Map 5

1. **Sidewalk Widening, Street Beautification.**
2. **Sidewalk Widening, Street Beautification, To Create Pedestrian Corridor To Financial District.**
3. **Preserve Open Space Around Bay Bridge Anchorage.**
4. **Creation Of Wide Pedestrian Overpass.**
5. **Recreation Facilities On Rooftops Of Potential Intercept Parking Structures.**
6. **Creation Of A Pedestrian Street Network.**

OBJECTIVE 26

TO REDUCE CONGESTION AT BRIDGE RAMPS BY IMPROVING LOADING PATTERNS.

POLICIES

Vehicular Streets

Main, Beale and Spear Streets have low volumes of traffic and are needlessly wide. Creation of more intimate, residentially-scaled streets will help change the industrial character of the Hill. The darker hatchings on Map 5 represent portions of publicly-owned street right-of-way which could be sold to abutting property owners and incorporated into adjacent development.

Pedestrian Street

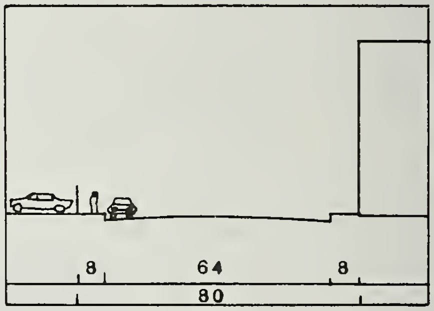
The concept of the pedestrian street is based on the Dutch woonerf, where residential and pedestrian functions clearly predominate over regular provision for traffic. Such a facility provides a meandering streetscape which appeals to pedestrians with special landscaping and street furniture. It is intended to provide vehicular and pedestrian access to residences in the immediate vicinity and to serve as a place where residents can enjoy open space. It may also contain small shops. Over 800 such wooneerven have been created in the Netherlands, and the beginnings of such street use patterns exist in parts of San Francisco, as well.

Harrison and Folsom Streets, the Hill's two east-west streets, which are unpleasant for pedestrians will remain as major vehicular traffic corridors regardless of what happens to the Embarcadero Freeway in the future. Therefore, as a key organizing feature of the Rincon Hill Plan, a new east-west circulation system should be created in the middle of the long blocks between Folsom and Harrison Streets. These accessways will establish a domestic scale reminiscent of the city's established residential neighborhoods, and when completed, will provide a pedestrian route from the top of the Hill to the Embarcadero Promenade on the waterfront. In some cases the pedestrian street will also provide limited vehicular access.

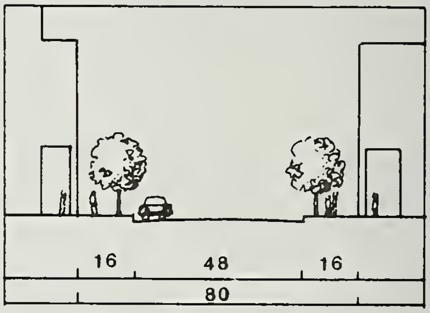
Map 6 shows the approximate location of the pedestrian street. The specific proposals for each segment of the system are as follows:

Assessor's Block 3748: (First, Folsom, Fremont, Harrison) Public access across this block may occur at grade between First and Fremont or may begin at grade at First Street and link to a pedestrian bridge across Fremont Street.

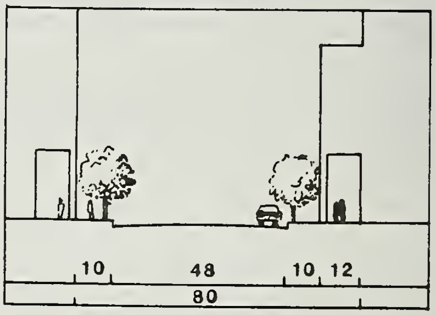
Assessor's Block 3747: (Fremont, Folsom, Beale, Harrison) Pedestrian access should be provided across this block at grade, but vehicular access is optional. Developers of the site should provide a stairway linking the upper Fremont Street section with lower Beale Street. A major opportunity for a small open space node exists at Fremont Street.



Beale, Main and Spear Streets as they are now.

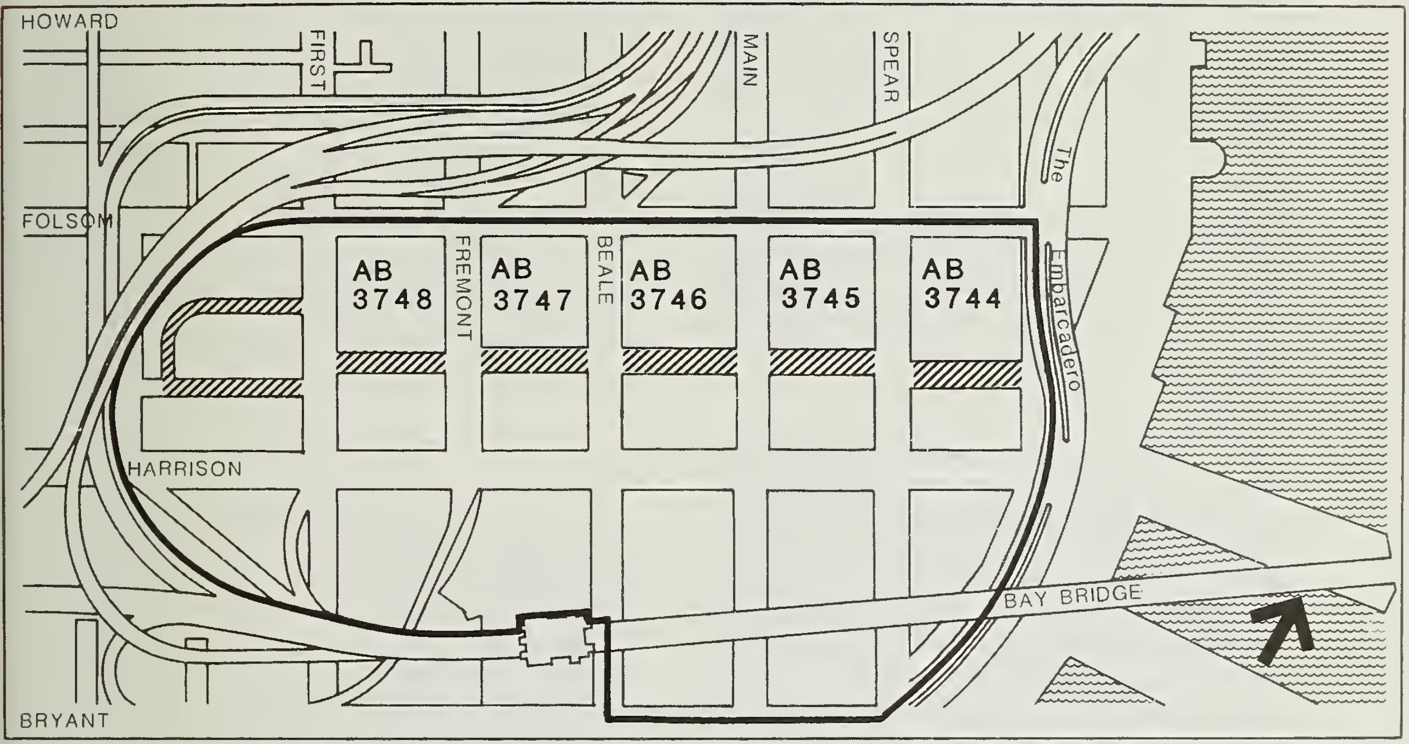


As they might appear with sidewalk widening.



As they might appear with sidewalk widening and increase in lot size.

FIGURE 1: Proposed Street Treatment


HOWARD
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BEALE
AB 3746
AB 3745
AB 3744
HARRISON
BAY BRIDGE
BRYANT

PEDESTRIAN STREET LOCATION **Map 6**

Assessor's Block 3746: (Beale, Folsom, Main, Harrison) Access should be provided across this block at grade. Service retail should be provided at the Main and Beale Street corners of the pedestrian street.

Assessor's Block 3745: (Main, Folsom, Spear, Harrison) Access should be provided across this block at grade. Service retail should be provided at the Spear and Main Street corners of the walkway.

Assessor's Block 3744: (Spear, Folsom, Embarcadero, Harrison) Public access through a pedestrian street should be provided across this block, making use of the existing courtyard and arcade. Service retail should be provided on the north side of the pedestrian street.

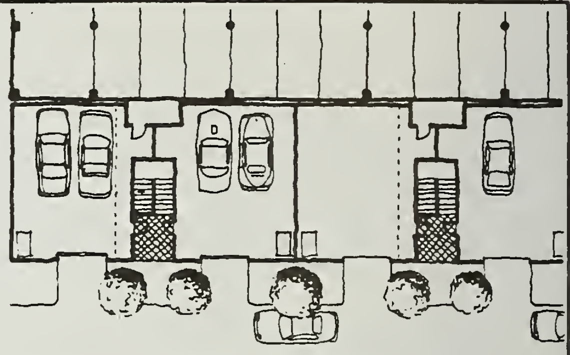
Transit

As daytime and evening population increases, transit services will need to be established to serve Rincon Hill. Residential areas need all day local service, and with this neighborhood's proximity to downtown, limited or express service is not necessary. Several lines, including the 1-CALIFORNIA or 41-UNION or some other Muni line, could all be extended to Rincon Hill. Any of the routes would use Beale Street is both directions, using a northbound transit only contraflow lane, between Howard and Bryant.

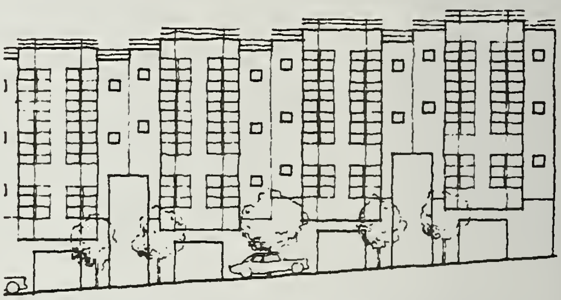
Parking

Row Houses and Parking Camouflage: Residential highrises will generate the need for large amounts of parking. It is important to prevent large parking structures from exacerbating the harsh street scene on the Hill. To create an urban setting like that of the city's residential neighborhoods, the circulation system should be lined with row houses which conceal large parking structures behind them. The facing drawings show one way to accommodate walkup units on the pedestrian streets. The design of these row houses should be subject to regulations similar to the residential design rules applied elsewhere in the city, but should be adapted to this special circumstance.

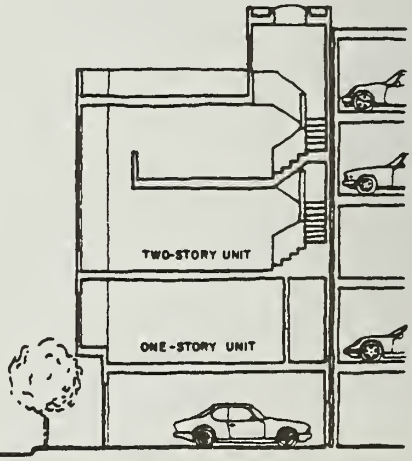
Accessory Parking: The parking requirements take into account the potential for joint use of parking space made possible by mixed-use development. The proximity to downtown and proposed new transit make it possible to limit residential parking to one space per unit. Similarly, the parking requirement for offices can be reduced to one space per 1,500 square feet of commercial space.



Ground Plan: **Parking and Entries**



Row Houses Along Pedestrian Street



Section at Row House and Garage

FIGURE 2: Row House Design

In Lieu Parking Fees: Instead of providing required parking on-site, a developer should be able to make an in-lieu fee contribution to a nearby off-site facility.

Intercept Commuter Parking: Those portions of two blocks bounded by the Bridge on the south, and by Fremont, Beale, Main and Harrison, including also those portions inside the midrise residential district would be appropriate for parking facilities for downtown commuters because of their proximity to freeways and to projected transit along The Embarcadero.

The top levels of intercept parking facilities that would otherwise be exposed should be covered with a roof to be used for recreation and open space purposes and/or should be effectively screened from view from above with such devices as boxed trees, landscaped trellises, and decks.

Improving Bridge Ramp Flow

The present congestion at the First and Harrison intersection and vicinity is not due to the capacity of the intersection itself, but rather to the confluence of a number of entry points to the Bay Bridge, including the A/C Transit buses ramp in one segment of the Bridge. Ramps for buses and carpools on the north side of the bridge should be combined to alleviate stacking which congests First and Harrison at peak commute times.

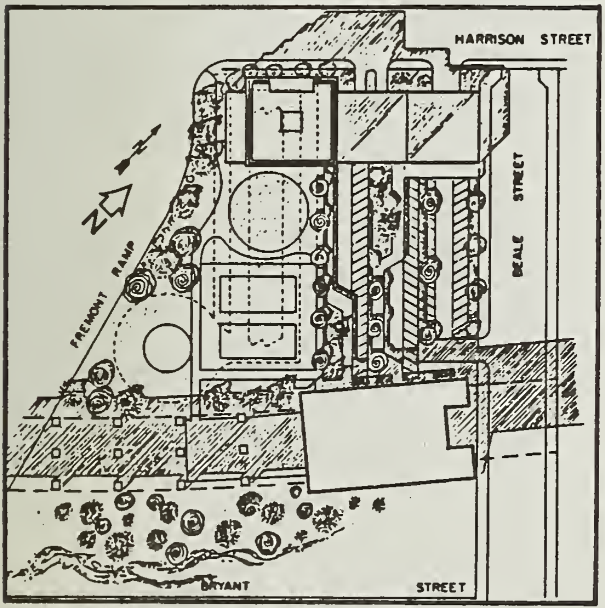


FIGURE 3: Rooftop Open Space Over Intercept Parking

PRESERVATION

OBJECTIVE 27

TO PRESERVE AND ADAPTIVELY REUSE THOSE BUILDINGS IN THE AREA WHICH HAVE PARTICULAR ARCHITECTURAL OR HISTORICAL MERIT OR WHICH PROVIDE A SCALE AND CHARACTER OF DEVELOPMENT CONSISTENT WITH THE PLAN.

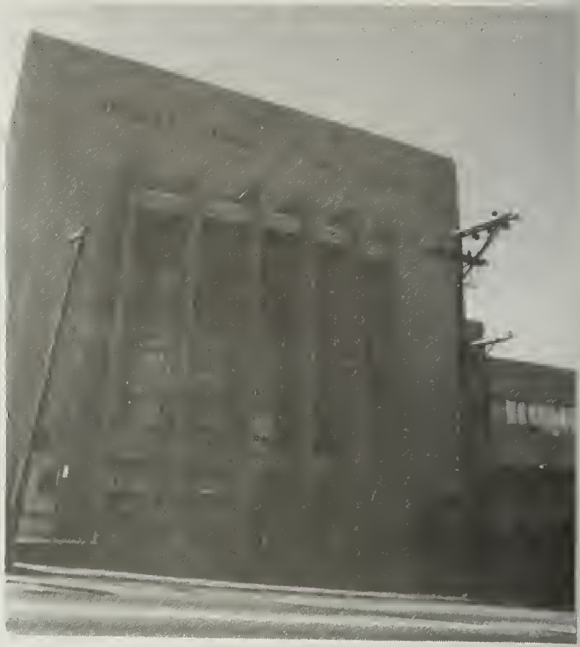
The existing architecture of Rincon Hill is predominantly industrial in character, encompassing a wide spectrum of styles and building types. As was the case in manufacturing districts throughout the city, buildings were set on large lots with little regard for their neighbors. In the 1930s, the construction of the Bay Bridge and James Lick Freeway contributed to the further fracturing of the industrial area.

Despite the apparent randomness of the existing streetscapes, several buildings command particular interest. The great facades with their large window expanses — the result of a need for ambient light — and innovative massing plans illustrate a series of developments in industrial architecture. From the calm severity of the Hathaway Warehouse, one of the oldest of such structures in San Francisco, to the bold polychromatic lines of the Union 76 Building, a wide variety of architecture is represented. While factories and warehouses originated as severely utilitarian buildings, those of the late nineteenth and early twentieth centuries show a more deliberate attempt at a stylistic treatment. In some cases, the facades are as formal as those of office buildings in their articulation by a strict order of piers and symmetrical compositions. The use of reinforced concrete structural systems also permitted greater freedom in the choice of cladding material as well as in the application of decorative detail.

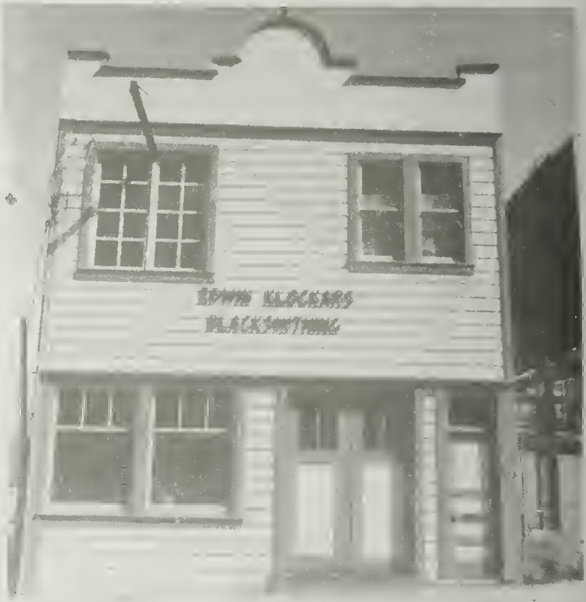
POLICIES

While most of the land within the Rincon Hill area is suitable for new development, there are a number of buildings which have been rated to be Significant Buildings based on their architectural and historical attributes and their preservation should be encouraged. (See Map 7 for location of specific sites.) The following guidelines should be applied in reviewing development on the sites of these buildings.

Site 1 — Sailors Union of the Pacific: 450 Harrison Street. The Sailors Union of the Pacific is a monumental granite block with two separate compositional sections. While the building's two wings are characterized by long horizontal window bands, the central section is essentially a great concrete block with an enframed window wall entrance. A series of six concave piers, connected by wave panels and banded tubing, frames the tall vertical windows of the entrance. The grey facade walls surrounding this design are blank. The facade, designed by William Gladstone Merchant, bears a marked resemblance to his "Pacific House", the theme building of the 1939-40 exposition on Treasure Island. Its "streamlined-moderne" idiom exhibits a monumentality rare for this style in the Bay Area. The rear portions of the lot, currently used for parking, should be used as a housing site. A building which both obscured the blank northern sidewalls and continued the horizontal window bands of the western facade could improve the quality of the streetscape along First Street.



Site 2 — Klockar's Blacksmith Shop: 443-7 Folsom Street. This landmark building houses one of two known extant blacksmith operations in San Francisco — a far cry from the days when forges blazed and anvils rang from scores of smiths throughout the city. Once essential as mechanics in everyday operations of the city, many of the smiths also ranked among the finest craftsmen and artists. The two-story Blacksmith shop is a wood frame structure concluded by a parapet roof, whose profile is characteristic of the Mission Revival style. A very fine example of western vernacular architecture, the building's "western style" frame facade would have been at home in any of hundreds of late 19th Century towns and villages in the American West. The rest of the lot also contains two auxilliary structures. Because of its uniqueness, the existing use should be retained if possible even though relocation might be necessary to achieve the housing goals of this Plan.

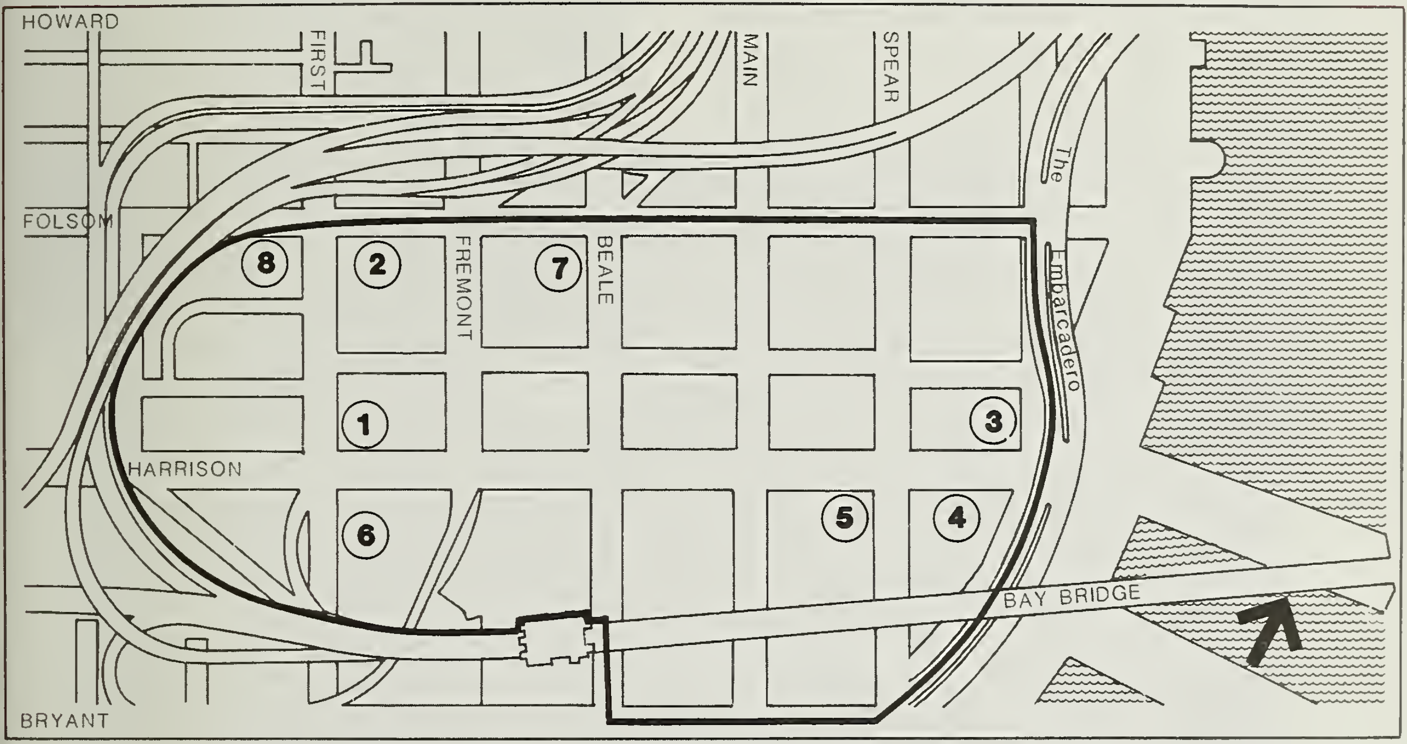


Site 3 — Hills Brothers Coffee Company: 2-30 Harrison Street. Hills Brothers is the largest and most impressive of all coffee buildings along the waterfront. It was built in 1924 having been designed by George Kelham, whose other work includes the Standard Oil and Shell Buildings, the Hills Brothers packing and roasting building is a red brick block with a 175-foot tall square tower. Romanesque arches on the ground and fifth stories and a cornice composed of smaller arches are used to articulate the massive facade. The building is also decorated with pattern brickwork and elaborately crafted bronze grillwork doors. The great tower, generally without fenestration, contains a series of round arches on its upper section and is capped by a pyramidal red tile roof. It was designated a local landmark in 1982. It should remain essentially intact. The 1950s addition to the north should be replaced with a structure more compatible with the landmark building.

Site 4 — Joseph Magnin Warehouse: 29-35 Harrison Street. This five-story reinforced concrete warehouse was designed by George Applegarth in 1918 for the A.B. Spreckels Securities Co. The five-story block is faced in white concrete, relieved by a rusticated stucco base. The three-part composition is divided by giant pilasters into a series of great horizontal windows whose six-lite pivotal windows are divided by industrial sash. Decorative elements include ashlar scoring of the exterior walls, and brick spandrel panels below each window bay. A restrained classical cornice concludes the powerful industrial design. Due to its massive floor plates, a penthouse addition set back from the site lines on the street could be permitted.

Site 5 — Hathaway Warehouse: 400 Spear Street. One of the oldest extant warehouses in the city, the ground story of this splendid brick structure has its origins in the third quarter of the 19th Century, possibly as early as 1856. Additions to the Harrison Street facade were completed in 1875 and the upper sections of the building were completed by about 1900. The two-story brick building, now painted a cream color, is distinguished by projecting brick hood mouldings on the ground floor along Spear Street. Brick pilasters with corbelled capitals divide the facade into a series of paired window bays. A projecting belt course separates the two stories on the building's facades. As late as 1919, its length was virtually double that of today. Around the turn of the century, another portion of it may have been demolished. Because of its small size it would be difficult to alter or add to the building without signficantly harming its integrity and therefore it should be retained intact.

Site 6 — Union Oil Co. Building: 425 First Street. The Union Oil Company Oil Building (1954) is a two-part Art Moderne office block with adjoining tower. The vertical tower — in the shape of a pylon — provides an excellent counterpoint to the office block, characterized by horizontal window bands on a glazed white tile facade. Blue belt courses and glass block windows accentuate the streamlined office design. Its architect, Lewis Hobart, took advantage of an elevated site to design a 138-foot triangular tower, whose white cladding is relieved by a vertical blue strip and orange triangle bearing the name of the company. The tower is not only an advertisement for the company, but also the most prominent point of reference for Rincon Hill. A great digital clock also displays the time to travelers enroute to the Bay Bridge or nearby freeways. Since portions of the site are used for parking and vehicular movement, the site could accommodate additional development consistent with the scale and character of the existing building.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LOCATION MAP FOR SPECIFIC PRESERVATION

Map 7

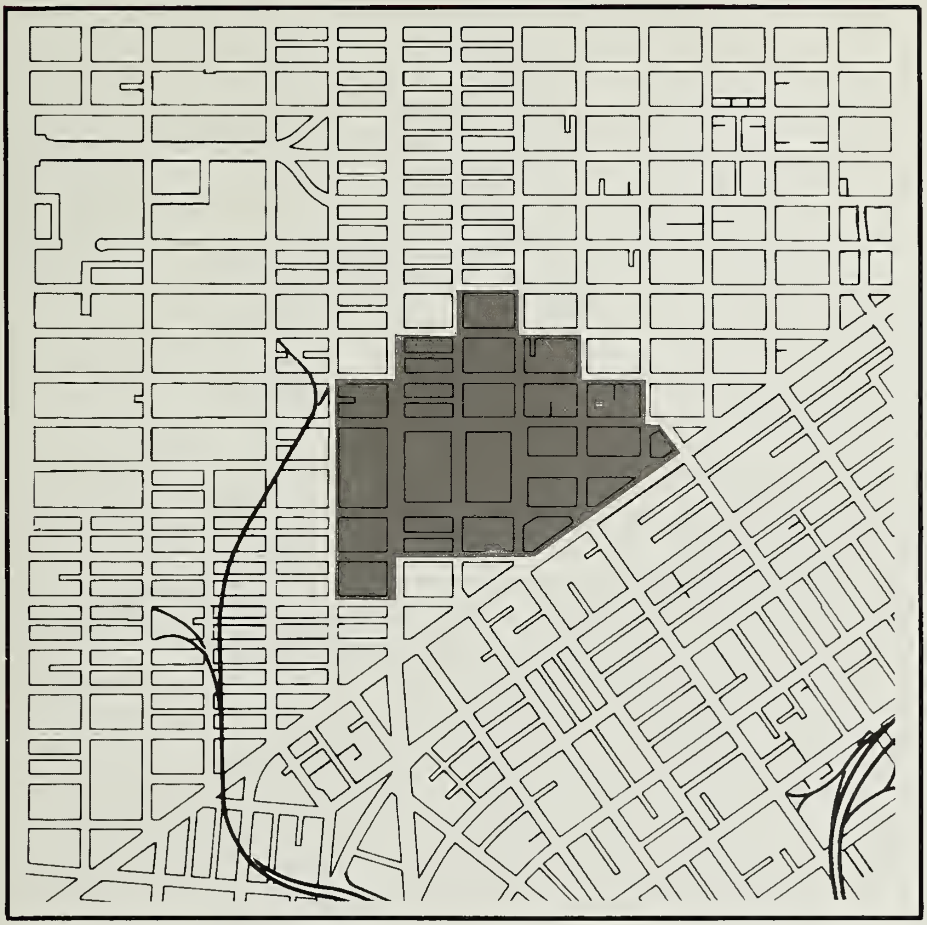
1. Sailor's Union Of The Pacific
2. Klockar's Blacksmith Shop
3. Hills Brothers
4. Joseph Magnin Warehouse
5. Hathaway Warehouse
6. Union Oil Company Building
7. Coffin-Reddington Building
8. Gimble Brothers Candy Factory

Site 7 — Coffin-Reddington Building: 301 Folsom Street. In the design of this 1937 office/warehouse building for a local firm dealing in wholesale drugs, chemicals, drug sundries and liquors, Frederick H. Meyer, founder of the California College of Arts and Crafts, employed a restrained Moderne idiom. The Coffin-Reddington Building is a two-part reinforced concrete block whose stucco facade has been painted a beige color. The building's great mass is articulated by differentiating its end bays through the modulation of their width in respect to the central bays. Moderne elements include decorative chevrons and half circles at the frieze and fluted piers, dividing the facade into a series of horizontal window bays with industrial sash. A dentilated lintel, fluted piers, and decorative floral patterns and chevrons decorate the two entrances. The building could accommodate a penthouse set back from the site lines along the street and otherwise should remain essentially intact.

Site 8 — Gimbel Brothers Candy Factory: 501 Folsom Street. The Gimbel Brothers Building was constructed in 1916 according to the designs of Alfred Kuhn. The building was used for the production and storage of candy. The four-story block is divided into two sections by an elaborate stringcourse and faced in a red English Garden Wall brick bond. The ground story contains large square windows, some of whose sash has been replaced over the years. Brick pilasters, with stepped capitals, divide the facade into a series of recessed single window bays while differentiated end bays contain paired windows flush with the facade. All windows are concluded by segmental arches whose voussoirs blend well with the orthogonal surface. The building is concluded by a coping above its restrained cornice. The building could accommodate a penthouse set back from the site lines along the street but otherwise should remain essentially intact.

CIVIC CENTER

CIVIC CENTER
CIVIC CENTER



CIVIC CENTER

AN AREA PLAN OF THE MASTER PLAN OF THE CITY AND COUNTY OF SAN FRANCISCO

CIVIC CENTER

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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OBJECTIVES AND POLICIES — **II.4.2**

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SUMMARY OF OBJECTIVES AND POLICIES

OBJECTIVE 1

MAINTAIN AND REINFORCE THE CIVIC CENTER AS THE SYMBOLIC AND CEREMONIAL FOCUS OF COMMUNITY GOVERNMENT AND CULTURE.

POLICY 1

Emphasize key public buildings, particularly City Hall, through visually prominent siting.

POLICY 2

Maintain the formal architectural character of the Civic Center.

POLICY 3

Design Civic Center buildings and open spaces to serve as public gathering places for ceremonial, cultural, recreational, and other community activities.

POLICY 4

Provide a sense of identity and cohesiveness through unifying street and Plaza design treatments.

POLICY 5

Maintain existing streets as vehicular, pedestrian or open space corridors.

OBJECTIVE 2

DEVELOP THE CIVIC CENTER AS A COHESIVE AREA FOR THE ADMINISTRATIVE FUNCTIONS OF CITY, STATE AND FEDERAL GOVERNMENT, AND AS A FOCAL POINT FOR CULTURAL, CEREMONIAL, AND COMMUNITY ACTIVITIES.

POLICY 1

Design the Civic Center to promote efficiency and convenience within and between the governmental entities represented, and provide for their orderly expansion.

POLICY 2

Locate civic cultural facilities in the Civic Center.

POLICY 3

Encourage governmental activities of each level of government to locate within a "sphere of influence" within the Civic Center to avoid inefficient dispersal of these activities throughout the area.

POLICY 4

Encourage administrative-oriented governmental functions (executive, legislative, and judicial) to locate in new consolidated facilities rather than being dispersed throughout the adjacent area in leased or rented quarters.

OBJECTIVE 3

PROVIDE CONVENIENT ACCESS TO AND CIRCULATION WITHIN THE CIVIC CENTER, AND SUPPORT FACILITIES AND SERVICES.

POLICY 1

Locate buildings employing large numbers of employees and/or attracting large numbers of visitors in convenient pedestrian proximity to public transit and off-street parking facilities.

POLICY 2

Locate parking facilities beyond the western periphery of the Civic Center core, with direct vehicular access to major thoroughfares.

POLICY 3

Provide and price parking for short-term visitor use, and discourage long-term parking. Encourage transit use as the primary means of access to the Civic Center.

POLICY 4

Encourage privately-operated support and personal service establishments to locate within the Civic Center area.

CIVIC CENTER

INTRODUCTION

The purpose of the Civic Center Plan is to guide development in the Civic Center area. The Plan focuses primarily on articulating the objectives and policies that should apply to future development, rather than attempting to identify specific locations for specific uses. However, recognizing the need to provide general guidance for future public development in the Civic Center area, a map is included which defines four broad activity categories:

1. Administrative

The Administrative category encompasses those political and legal activities of the executive, legislative and judicial departments of government and those public activities which provide for the orderly management of the affairs of government at the city, state and federal levels.

2. Entertainment-Culture

The Entertainment-Culture category encompasses those amusement, sport, convention, education, library recreational, artistic, musical and theatrical activities which provide for the increased public use and enjoyment of the Civic Center area.

3. Open Space

The Open Space category encompasses any major land area, open and unobstructed, which provides passive or active activity areas for public use and enjoyment.

4. Parking

The Parking category encompasses any major off-street parking area, motor pool or parking areas within a structure or building which provide off-street parking space other than incidental to the principal use of the structure or building.

OBJECTIVES AND POLICIES

OBJECTIVE 1

MAINTAIN AND REINFORCE THE CIVIC CENTER AS THE SYMBOLIC AND CEREMONIAL FOCUS OF COMMUNITY GOVERNMENT AND CULTURE.

The symbolic importance of major public buildings has traditionally been expressed through their architectural treatment. This is particularly true of an area such as the Civic Center which brings together in one setting major functions of community life — government and cultural activity. These functions should be treated together in a way that emphasizes their symbolic and ceremonial importance to the community.

POLICY 1

Emphasize key public buildings, particularly City Hall, through visually prominent siting.

The symbolic importance of key public buildings should continue to be emphasized by maintaining them in highly visible settings. New development in or adjacent to the Civic Center should preserve the visibility and dominance of City Hall. Street views should be clear of distracting features and obstructions such as overhead utility lines, overhead pedestrian crosswalks, or buildings over a street right-of-way. Where an existing obstruction exists, such as the Central Freeway, it should be removed if possible, and if not, its presence should be minimized by landscaping and/or by other appropriate screening.

Major civic plazas and open spaces can also emphasize the symbolic significance of buildings. Major open spaces such as the Civic Center Plaza and Fulton Mall should be retained and designed to facilitate ceremonial and civic events appropriate to the Civic Center.

POLICY 2

Maintain the formal architectural character of the Civic Center.

The setting of City Hall and the buildings framing the Plaza and Fulton Street pedestrian mall should be protected through the sensitive massing and height of existing structures.

The core of the Civic Center is composed of classic Greek revival structures of exceptional quality that set the architectural character of the area. The symmetrical arrangement of buildings, uniform height, and application of common building lines and architectural features reinforce the unity of the formal composition. Whenever possible, existing classic buildings should be conserved and rehabilitated rather than replaced. New buildings should be designed to complement the Center's existing architectural character.

POLICY 3

Design Civic Center buildings and open spaces to serve as public gathering places for ceremonial, cultural, recreational, and other community activities.

Public open areas in the Civic Center should be designed to accommodate both passive individual use and intense community use and intense community use for various civic events.

The Fulton Street pedestrian mall should be completed.

POLICY 4

Provide a sense of identity and cohesiveness through unifying street and Plaza design treatments.

Identity of the Civic Center as the focus of government and culture in San Francisco should be reinforced through the use of common design elements such as sidewalk and street paving, lighting fixtures, landscaping, and street furniture. Related architectural elements such as the color and texture of materials should also be used throughout the area to reinforce its overall unity. Widened pedestrian lanes in front of City Hall and at other locations, with special design treatment related to adjacent uses, would add to the unity and formalism of the Center.

POLICY 5

Maintain existing streets as vehicular, pedestrian or open space corridors.

The development pattern in the Civic Center, based on the grid street system, has created a formal, spatial relationship between the various buildings in the Civic Center. To maintain building identity, the space occupied by the existing streets should remain clear of visual obstructions to provide for a sense of spaciousness and formal organization within the Civic Center area.

OBJECTIVE 2

DEVELOP THE CIVIC CENTER AS A COHESIVE AREA FOR THE ADMINISTRATIVE FUNCTIONS OF CITY, STATE AND FEDERAL GOVERNMENT, AND AS A FOCAL POINT FOR CULTURAL, CEREMONIAL, AND COMMUNITY ACTIVITIES.

The function of the Civic Center area as a governmental services and administration district should be reinforced by locating within the area those Federal, State and City activities that require a high degree of interaction. Similarly, those Federal, State and City agencies providing basic governmental services (such as tax collection and permit processing), and particularly those agencies intensively used by the public, should be located in the Civic Center to facilitate public access and convenience.

Cultural activities, such as libraries, museums, and concert halls, that attract a broad community interest and attendance are also desirable parts of the Civic Center area. They add interest and variety to the scope of activities occurring in the Civic Center area and provide a nighttime use for the Center.

POLICY 1

Design the Civic Center to promote efficiency and convenience within and between the governmental entities represented, and provide for their orderly expansion.

Interaction of government at all levels, Federal, State, and City, is expedited when administrative functions are located in close proximity to each other. Public convenience is served when those government services which are most effectively and efficiently provided at a central location and which involve substantial public contact are clustered together. The Civic Center should serve as a "one stop" center at which the public can transact its business with government. In addition, private activities such as title companies and legal offices that deal with government on a day-to-day basis are appropriate for the Civic Center area. Those City functions which do not involve significant public contact or do not involve substantial interaction with other governmental units may be inappropriately located in the Civic Center.

POLICY 2

Locate civic cultural facilities in the Civic Center.

Identity of the Civic Center as the cultural focus of the community is enhanced through the location in this area of a variety of cultural facilities such as museums, auditoriums, concert halls, theaters, and library. Incorporating cultural activities within the Civic Center extends activity into evening hours, increasing use and enjoyment of the public spaces and adding to the liveliness of the Center.

POLICY 3

Encourage governmental activities of each level of government to locate within a "sphere of influence" within the Civic Center to avoid inefficient dispersal of these activities throughout the area.

While a reason for locating City and County, State and Federal government offices within a single center is to enhance interaction within them, the greater degree of interaction generally occurs between units of the same level of government. Therefore it is more convenient and efficient to have the government facilities of each governmental level located in clusters.

POLICY 4

Encourage administrative-oriented governmental functions (executive, legislative, and judicial) to locate in new consolidated facilities rather than being dispersed throughout the adjacent area in leased or rented quarters.

Because of lack of adequate facilities to accommodate the growth in government services many governmental offices are located in rented space in private office buildings in or near the Civic Center. Consolidating these functions into new office buildings would substantially increase convenience and efficiency. In particular, an office building should be constructed to house the many City and County offices scattered throughout the area.

OBJECTIVE 3

PROVIDE CONVENIENT ACCESS TO AND CIRCULATION WITHIN THE CIVIC CENTER, AND SUPPORT FACILITIES AND SERVICES.

Successful functioning of the Civic Center as a major daytime and nighttime activity center requires convenient access to and circulation within the area. Long-term parking, particularly by employees, is a wasteful use of limited space. Access should be primarily by public transit for employee trips to the Civic Center, while public parking should be provided for short-term visitors to the Center.

Daily requirements of Civic Center employees, government officials and visitors should be accommodated by conveniently located support services and facilities.

POLICY 1

Locate buildings employing large numbers of employees and/or attracting large numbers of visitors in convenient pedestrian proximity to public transit and off-street parking facilities.

Activity generators such as major cultural facilities and major public office buildings should be located to provide convenient pedestrian access to both public transit and to off-street parking facilities.

POLICY 2

Locate parking facilities beyond the western periphery of the Civic Center core, with direct vehicular access to major thoroughfares.

Major vehicular activity should be diverted from the Civic Center core so that the formal and pedestrian character of the core is not disrupted by the speed and noise of heavy traffic. Parking facilities should be located at the western periphery of the core and related directly to major thoroughfares.

New off-street parking, if built within the core, should not be a predominant use. Rather, it should be auxiliary to another major use and for the most part should be constructed below grade.

Parking areas and car pools for governmental cars should be located within the Civic Center area to provide for the efficient utilization of these vehicles by governmental employees for official business.

POLICY 3

Provide and price parking for short-term visitor use, and discourage long-term parking. Encourage transit use as the primary means of access to the Civic Center.

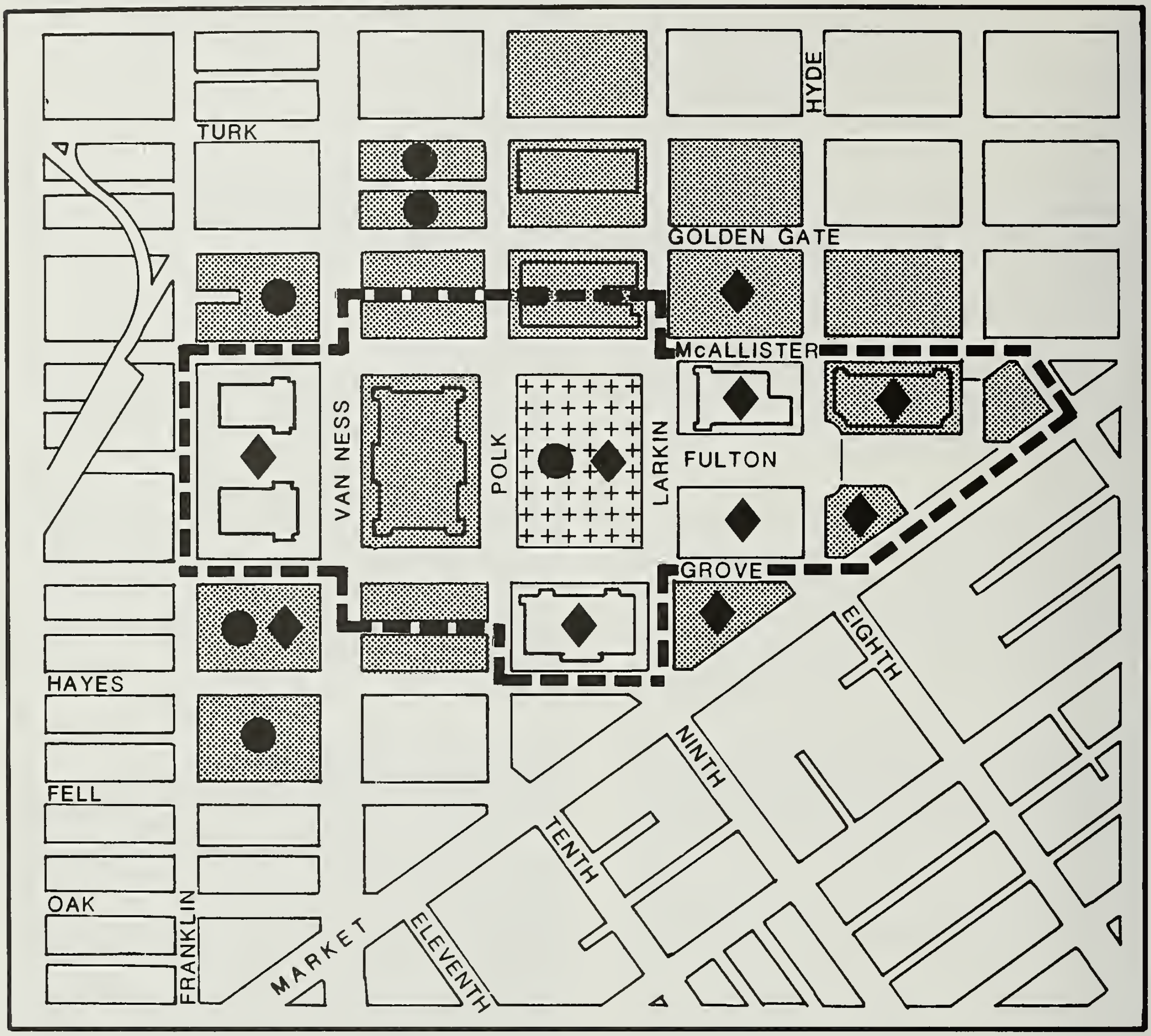
The nature of the Civic Center as a major employment center for government administration precludes the possibility or desirability for the provision of off-street parking for all those who might want to drive to work. Long-term parking, particularly by employees, is a wasteful use of limited space and should be discouraged. Parking should be priced and controlled to provide for and encourage short-term parking by visitors to the Civic Center.

Public transit should be scheduled to provide high volume access to the Civic Center in both day and nighttime hours.

POLICY 4

Encourage privately-operated support and personal service establishments to locate within the Civic Center area.

The daily convenience and service requirements of the various governmental agencies within the Civic Center and their employees and visitors require facilities such as restaurants, stationery stores, book and card shops, newsstands and other specialty shops that cater to immediate daily needs. Such establishments, in addition to fulfilling needs, add to the amenity and interest of the Civic Center. Private business establishments should not conflict with the principal purpose of the Civic Center, and should be located on the periphery of the core area along the pedestrian frontages of both public and private buildings.


HYDE
TURK
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McALLISTER
VAN NESS
POLK
LARKIN
FULTON
GROVE
EIGHTH
HAYES
NINTH
FELL
TENTH
OAK
FRANKLIN
MARKET
ELEVENTH

CIVIC CENTER PLAN

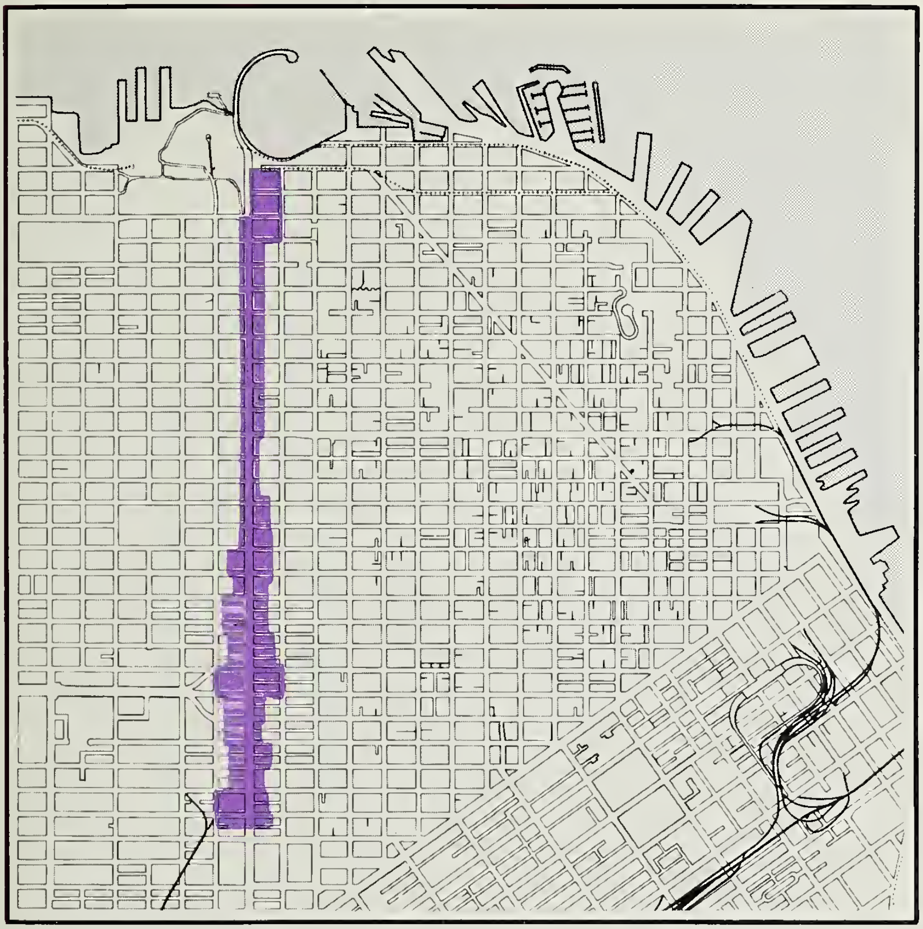
▬ ▬ ▬ Core Area
▨ Administrative
◆ Entertainment - Culture
+ + + + + Open Space
● Parking

↑

Map 1

VAN NESS AVENUE

VAN NESS AVENUE



VAN NESS AVENUE

VAN NESS AVENUE

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

VAN NESS AVENUE

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

OBJECTIVES AND POLICIES FOR NEW DEVELOPMENT

LAND USE

Subarea 1: Redwood To Broadway

OBJECTIVE 1

Continue existing commercial use of the Avenue and add a significant increment of new housing.

POLICY 1

Encourage development of high density housing above a podium of commercial uses in new construction or substantial expansion of existing buildings.

POLICY 2

Allow existing structures to remain in non-residential use.

POLICY 3

Allow residential densities to be established by building volume rather than lot size.

POLICY 4

Maximize the number of housing units.

POLICY 5

Employ various techniques to provide more affordable housing.

Subarea 2: Broadway To B ay Street

OBJECTIVE 2

MAINTAIN THE SCALE, CHARACTER AND DENSITY OF THIS PREDOMINATELY RESIDENTIAL NEIGHBORHOOD.

POLICY 1

Infill with carefully designed, medium density new housing.

Subarea 3: Bay Street To The Municipal Pier

OBJECTIVE 3

TRANSFORM THE AREA INTO AN ATTRACTIVE GATEWAY TO THE RESIDENTIAL BOULEVARD AND A TRANSITION FROM FISHERMAN'S WHARF AND THE GOLDEN GATE NATIONAL RECREATION AREA.

POLICY 1

Create a tree-lined and landscaped median strip within the Van Ness street space and plant rows of trees in the sidewalk space.

POLICY 2

Support National Park Service plans for improvements of the area within the boundaries of the Golden Gate National Recreation Area (GGNRA) boundaries.

VAN NESS CORRIDOR

OBJECTIVE 4

PERMIT DENSITIES AND LAND USES THAT ARE COMPATIBLE WITH EXISTING LAND USES AND PROPOSED RESIDENTIAL DEVELOPMENT OF THE AVENUE.

POLICY 1

Adopt zoning controls that conform to the Van Ness Avenue generalized Land Use and Density Plan.

URBAN DESIGN

OBJECTIVE 5

ENCOURAGE DEVELOPMENT WHICH REINFORCES TOPOGRAPHY AND URBAN PATTERN, AND DEFINES AND GIVES VARIETY TO THE AVENUE.

POLICY 1

Establish height controls to emphasize topography and adequately frame the great width of the Avenue.

POLICY 2

Encourage a regular street wall and harmonious building forms along the Avenue.

POLICY 3

Continue the street wall heights as defined by existing significant buildings and promote an adequate enclosure of the Avenue.

POLICY 4

Preserve existing view corridors.

POLICY 5

Encourage full lot development resulting in a maximum number of dwelling units.

POLICY 6

Encourage separation of towers for buildings involving more than one tower.

OBJECTIVE 6

ENCOURAGE DISTINGUISHED ARCHITECTURE WHOSE SCALE, COMPOSITION AND DETAILING ENHANCES THE OVERALL DESIGN STRUCTURE OF THE AVENUE AND RELATES TO HUMAN SCALE.

POLICY 1

Design exterior facades which complement and enhance significant works of architecture along the Avenue.

POLICY 2

Create varied rhythms in developments on large lots by inserting vertical piers/ columns, or changes in fenestration and materials to articulate what otherwise would be an undifferentiated facade plane.

POLICY 3

Incorporate setbacks and/or stepping down of building form on new developments — and major renovations when necessary — to increase sun exposure on sidewalks.

POLICY 4

Differentiate bases of buildings and incorporate detail at ground level through variety in materials, color, texture and architectural projections. Provide windows with clear glass throughout the building.

POLICY 5

Prohibit bridges over streets or other public right-of-ways.

RESIDENTIAL LIVABILITY

OBJECTIVE 7

PROVIDE SAFE AND ATTRACTIVE ENVIRONMENTS WITHIN EACH MIXED USE DEVELOPMENT.

POLICY 1

Ensure safety, security and privacy within new residential developments while encouraging efficient use of common open space areas.

POLICY 2

Provide wind protection and sun exposure to private and common open space areas.

POLICY 3

Generally maintain existing open space requirements for residential use. Allow common open space requirements to be met by a variety of recreation and open space features.

POLICY 4

Design mixed use developments to create a quiet residential environment with a variety of intimate, personal spaces well insulated from the intrusion of noises from street or commercial activities.

STREETSCAPE

OBJECTIVE 8

CREATE AN ATTRACTIVE STREET AND SIDEWALK SPACE WHICH CONTRIBUTES TO THE TRANSFORMATION OF VAN NESS AVENUE INTO A RESIDENTIAL BOULEVARD.

POLICY 1

Require sponsors of major renovation or new development projects to improve and maintain the sidewalk space abutting their properties according to the guidelines contained in this Plan.

POLICY 2

Where there are no trees, plant trees within the sidewalk space and the median strip. Maintain existing healthy trees and replace unhealthy ones.

POLICY 3

Provide street trees with tree grates that have removable sections to adequately accommodate tree growth.

POLICY 4

Incorporate low-growing ground cover around the tree plantings within the median strip.

POLICY 5

Maintain existing sidewalk widths.

POLICY 6

Incorporate uniform sidewalk paving material, color, pattern and texture throughout the length of the Avenue.

POLICY 7

Trim sidewalk curbs with hydraulically pressed, pre-cut four-inch square stone paving blocks to a horizontal depth of 12 inches. Replace median pavements with grey tone interlocking paving blocks.

POLICY 8

Assure a uniform architectural style, character and color in the design of street lights and poles.

POLICY 9

Provide attractive street furniture at convenient locations and intervals throughout the length of the street.

POLICY 10

Cluster newspaper racks at specific corner locations.

POLICY 11

Permit general advertising signs, business signs and other identifying signs. Permitted signs should meet the following design criteria.

TRANSPORTATION AND CIRCULATION

OBJECTIVE 9

PROVIDE SAFE AND EFFICIENT MOVEMENT AMONG ALL USERS ON VAN NESS AVENUE.

POLICY 1

Reduce conflicts between transit vehicles and other moving and parked vehicles. Aggressively enforce no parking regulations in bus zones.

POLICY 2

Provide clearly visible and readable street signs and bus stop signs to improve the legibility of bus stops for riders within the bus and for pedestrians. Such signage, however, should not overwhelm the design of the landscape/streetscape system. Provide safe and comfortable waiting areas for patrons by using well-directed street lighting and bus shelters.

POLICY 3

Investigate the feasibility of extending the California Street Cable Car line to the Nihonmachi Center via California Street, Webster or Buchanan Street to Sutter Street. Pending such an extension, provide a safe, comfortable and attractive terminus to the line at Van Ness Avenue. Extension of the cable car, if financially feasible, would provide more efficient use of the Cable Car line as a transit system for residents as well as an attractive means of transporting visitors to special places of interest.

POLICY 4

Investigate the feasibility and desirability of creating a MUNI Metro line along the Van Ness Corridor which would connect with a proposed light rail line along the northeastern waterfront.

POLICY 5

Whenever feasible, provide access to parking from minor east-west streets. Prohibit new parking access from Van Ness Avenue. For development of lots with no direct access to an east-west street, allow off-site provision of required parking as set forth in Section 159(c) of the Planning Code.

POLICY 6

Prohibit any new drive-up facilities.

POLICY 7

Investigate feasibility of developing Gough Street from Bay Street as a one way couple with Franklin Street.

POLICY 8

Require residential parking at a ratio of one parking space per dwelling unit.

POLICY 9

Adopt short-term parking rate structures for existing and new commercial parking resources to discourage commuter parking and provide visitor — shopper parking. Make accessory parking spaces available to the general public for use as short-term day or evening parking whenever possible.

POLICY 10

Encourage use of upper-story auto storage spaces within existing auto showrooms along Van Ness Avenue as community parking facilities for adjacent projects.

POLICY 11

Improve the efficient and free flowing use of sidewalk space in new development.

POLICY 12

Orient building entrances to enhance pedestrian circulation.

POLICY 13

Unify the design of trash bins, benches, news racks, street lighting fixtures, sidewalk surface treatment, canopies, awnings and bus shelters throughout the length of the street.

POLICY 14

Discourage access to freight loading facilities from Van Ness Avenue.

OBJECTIVES AND POLICIES FOR CONSERVATION

PRESERVATION OF HOUSING RESOURCES

OBJECTIVE 10

CONSERVE EXISTING HOUSING RESOURCES.

POLICY 1

Encourage preservation of existing housing structures unless adequate mitigation measures are initiated.

PRESERVATION OF SIGNIFICANT BUILDINGS

OBJECTIVE 11

PRESERVE THE FINE ARCHITECTURAL RESOURCES OF VAN NESS AVENUE.

POLICY 1

Avoid demolition or inappropriate alteration of historically and architecturally significant buildings.

POLICY 2

Allow relaxation of the residential use requirements and of parking requirements for buildings designated as city landmarks.

POLICY 3

Encourage the retention and appropriate alteration of contributory buildings.

POLICY 4

Encourage architectural integration of new structures with adjacent significant and contributory buildings.

VAN NESS AVENUE

INTRODUCTION

History

In 1849, William Eddy extended the 50 Vara land division of the downtown to Larkin Street, replicating street and block dimensions created by earlier surveys of Jean Vioget and Jaspe O'Farrell.[1] The Western Addition, as the sand dunes and chaparral west of Larkin were called, was subsequently surveyed by several private groups before the city-sponsored Van Ness Survey was completed in the mid-1850's. Originally known as Marlette Street, the centerpiece of this extended 50 Vara survey was re-named in honor of Mayor James Van Ness. Situated in the valley between Nob and Russian Hills and Pacific Heights, Van Ness Avenue was intended to function as the city's central north-south spine. Consequently, the survey shaved off parts of the blocks on both sides of Van Ness to create a 125 foot wide avenue.[2]

Despite grand hopes for the new Boulevard, development of properties along the avenue was slow and the U.S Coast Survey of 1869 indicated only scattered structures. In the 1860's Van Ness began at Market Street and terminated at the U.S. military reserve at Black Point. Since principal growth corridors radiated out from the downtown, it was a long time before cross-town streets such as Van Ness could become important arteries. The 1884 Coast and Geodetic Survey shows buildings concentrated along intersecting streets with cable car lines such as Fulton, McAllister, Ellis and

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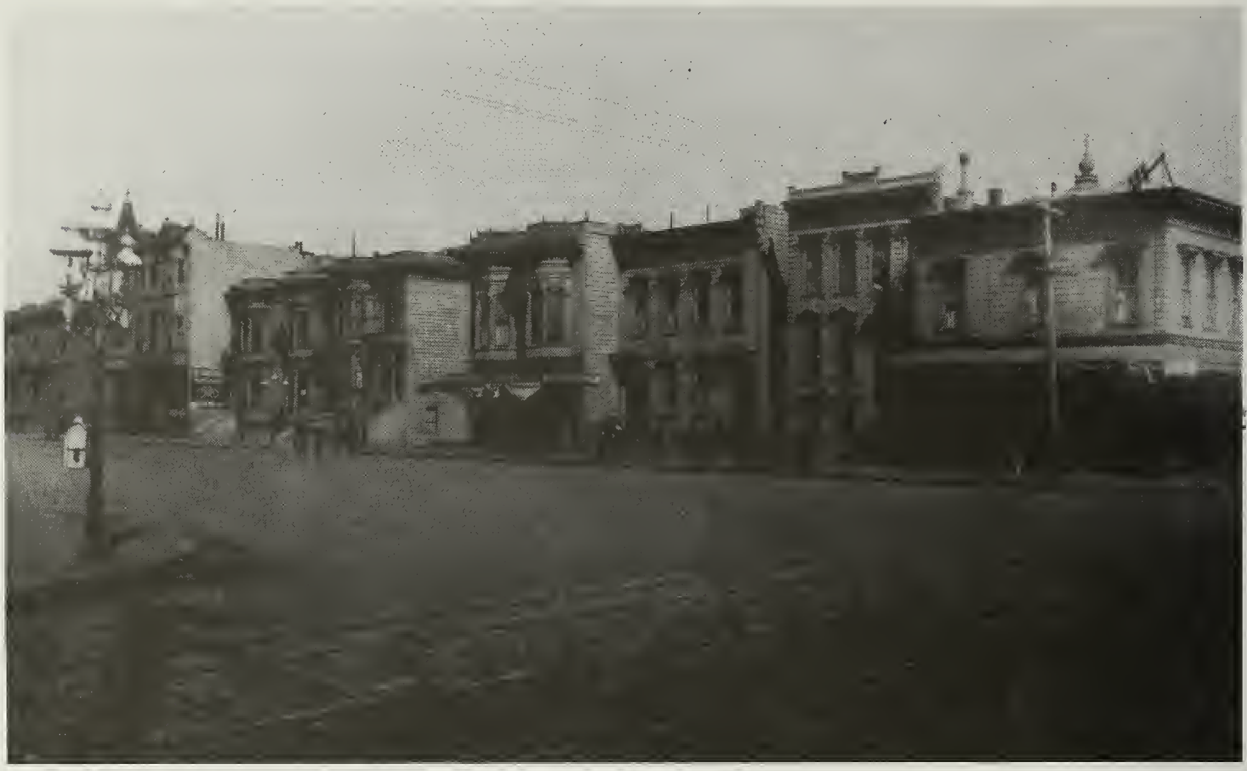
[1] A cellular unit, known as Vara, provided a set of dimensions which allowed for grid expansion throughout the South of Market and northern part of San Francisco. In the latter area, the 50 Vara survey consisted of blocks measuring 412'6" by 275', or six 50 Vara squares whose sides measured 137'6". Street widths were commonly 25 Vara, or 68'9", although this varied considerably.

[2] The creation of a 125' wide boulevard out of a 68'9" street necessitated shaving off parts of the blocks on either side of Van Ness. Thus, 28'9" was taken from the block extending to Polk Street and 27'9" was garnered from the western block extending to Franklin Street. The choice of 125 feet for Van Ness may have been influenced by the widths of major streets in eastern cities, such as Broadway in New York and Market Street in Philadelphia.



Van Ness Avenue north from Hayes street. October 15,1905.

Geary. Throughout this period, Polk Street, rather than Van Ness, functioned as the principal commercial street of the mid-city, serving people living on Nob and Russian Hills. It is conceivable that the width of Van Ness — like that of Market Street — discouraged its use as a shopping street.

Thus, as opposed to the heterogeneous development of the avenue in the twentieth century, the nineteenth century land pattern primarily consisted of wooden dwelling units. While lower Van Ness Avenue was soon occupied by dense working class housing, the middle and upper reaches of the avenue became characterized by wealthy residences. Italianate homes were constructed during the 1870's and 1880's, and were followed by large Queen Anne residences in the 1890's. Prominent families who owned homes on Van Ness included the Spreckels, Crockers and Gianninis. Aside from residences, the only large buildings shown on the 1899-1905 Sanborn Maps were the Mechanics Library, Concordia Club, St. Lukes Episcopal Church, First Presbyterian Church and St. Dunston's Hotel. Livery stables, small industries, a school and other miscellaneous uses were located side streets.

Industrialization of Rincon Hill — caused by the Second Street Cut of 1869 — and shortage of available land on Nob Hill encouraged the development of a new high-income neighborhood, and Van Ness Avenue became a logical choice largely stimulated by proximity to downtown, availability of undeveloped parcels, and access to cable car lines. Furthermore, in the mid-1870's a row of Eucalyptus trees was planted along each side of the avenue, contributing to its park-like ambience. For similar reasons, large houses were also constructed during the same period on Franklin Street, a block to the west.

Van Ness Avenue's basic land use pattern continued until 1906. The earthquake and fire of that year destroyed most of San Francisco and would likely have gone on to burn Pacific Heights had it not been for the great width of Van Ness Avenue, a natural fire break. During the first day of the fire soldiers had attempted fire breaks further east of Van Ness Avenue, all of which proved unsuccessful. They tried again at Van Ness on the second day, dynamiting every building on its east side south of Filbert Street, containing most of the fire and saving the Western Addition: the area between Sutter and Washington Streets was not contained until Franklin Street, and the area south of Golden Gate Avenue was not contained until Octavia Street.

Immediately after the fire, burned out businesses from the downtown moved to either Van Ness Avenue and Fillmore Street. Surviving mansions on the west side of

Van Ness were converted into stores, and temporary commercial buildings were quickly constructed on the east side of the street. The city's major department stores — City of Paris, the White House, and the Emporium — all located here, as did the Bank of California and the Anglo California Bank

By 1909, however, the rejuvenation of the downtown district led to the exodus of businesses from Van Ness Avenue, the second transformation of the avenue's land use pattern in less than three years. Far from returning to its earlier history as a residential boulevard, development along the lower and middle sections of Van Ness consisted of residential, commercial, industrial as well as institutional uses. The 1911 Sanborn Map illustrates the heterogeneous uses — including auto body, wagon and bicycle repair shops — as well as numerous undeveloped sites. A National Guard Armory was located at the southeast corner of California Street while clubs and hotels were scattered along the mid section of the avenue.

In contrast to these areas, the upper section of Van Ness, north of Jackson Street, retained its residential character. In addition to several surviving nineteenth century mansions, private homes and large apartment buildings in a wide variety of architectural styles were constructed following the 1906 disaster. After 1915 and the Panama Pacific Exposition, residences were constructed along Van Ness north of Francisco Street.

By the 1920's — aside from several large apartment buildings — automobile — oriented businesses emerged as the most common use between Civic Center and Jackson Street. Earlier, between 1904 and 1908 many small auto showrooms and garages were built along Golden Gate Avenue between Hyde and Van Ness, and after 1910 several small showrooms and repair garages located on Van Ness itself. The growing automobile industry soon demanded more grandiose buildings, and by 1911 prominent architects such as McDonald and Applegarth, Willis Polk and Bernard Maybeck began designing automobile showrooms.

After the Second World War, the designation of Van Ness as U.S. Highway 101 led to the use of the avenue as a primary vehicular thoroughfare and the concurrent re-orientation of businesses towards citywide and regional markets. Movie theaters and restaurants opened up alongside automobile showrooms. Since the late 1970's, automobile- oriented businesses have declined as some auto showrooms relocated to other areas within the city. Former auto showrooms have been converted to restaurants and offices, and some have been demolished for new mixed use residential developments. Given the relocation of the auto showroom businesses and ancillary auto service and parts businesses, a number of properties will likely be available for new development or adaptive re-use in the near future.

Van Ness Avenue north from Hayes street. October 18, 1906.

OBJECTIVES AND POLICIES FOR NEW DEVELOPMENT

LAND USE

SUBAREA 1: Redwood to Broadway

OBJECTIVE 1

CONTINUE EXISTING COMMERCIAL USE OF THE AVENUE AND ADD A SIGNIFICANT INCREMENT OF NEW HOUSING.

Although there are 18 buildings containing 980 dwelling units in this subarea most of the buildings are in non-residential use.

This section of Van Ness Avenue is one of the few areas in the city where new housing can be accommodated with minimal impacts on existing residential neighborhoods and public services.

Some of the features that make the area attractive for medium density mixed use development with high density housing are as follows:

- This 16 block strip along Van Ness Avenue maintains a "central place" location and identity. The area is close to the city's major employment center, is well-served by transit, has well developed infrastructure (roadway, water, sewer and other public services), wide roadway (93+ feet) and sidewalks (16+ feet), has continuous commercial frontage and numerous attractive, architecturally outstanding buildings.
- There are a number of large parcels which are substantially under-developed.
- A height limitation of between 80 and 130 ft. would allow sufficient development to make feasible over time the construction of housing on under used parcels.
- The minor streets which bisect most of the blocks within this subarea facilitate access to and from new developments with minimal affects on major east-west thoroughfares or on Van Ness Avenue.

Development of a number of medium density, mixed-use projects with continued non-residential use of non-residential buildings would facilitate the transformation of Van Ness Avenue into an attractive mixed use boulevard.

POLICY 1

Encourage development of high density housing above a podium of commercial uses in new construction or substantial expansion of existing buildings.

Construction of new mixed use buildings along the Avenue on those relatively few sites on which new buildings are likely to be built in the foreseeable future would both accommodate the need for housing and respect the commercial heritage of the Avenue. Subarea 1 (Redwood Alley to Broadway) should feature high density residential development with commercial space to occupy the base of the building. This commercial space should serve as a buffer between the busy street and the residential levels above.

To induce the construction of housing, link the amount of non-residential space allowed should be linked to the amount of residential space provided. The provision of the required residential space could occur on-site or on a separate site located within the Van Ness Plan area.

POLICY 2

Allow existing structures to remain in non-residential use.

In order to continue the active commercial use of the avenue, existing non-residential buildings should be permitted to contain any use — residential or non-residential — allowed in the district. These buildings should also be allowed to be expanded somewhat without triggering the housing requirement.

Non-residential development of narrow lots that do not also abut a side street should also be allowed because of the difficulty in providing residential parking on those properties.

POLICY 3

Allow residential densities to be established by building volume rather than lot size.

The number of units provided within individual projects would depend on the height and bulk of the building, the amount of commercial space provided under the minimum housing-to-commercial ratio, the amount of on-site parking provided and the size of the units. Minimum unit size would be established as part of the Conditional Use review process.

POLICY 4

Maximize the number of housing units.

An overall mix of unit sizes on Van Ness Avenue is desirable to encourage a diverse and mixed range of occupants. However, the emphasis should be on a larger number of medium sized units (1 and 2 bedroom) rather than a smaller number of large size units because Van Ness Avenue is not anticipated to be a preferred area for family housing. It is therefore more desirable to achieve greater affordability for the smaller units by building at a high density. Construction of rental housing is encouraged.

POLICY 5

Employ various techniques to provide more affordable housing.

The Plan allows broad design flexibility as to unit size, allowing the creation of small, compact units as a means of lowering unit cost if there is a market demand for such units. A number of design measures and marketing strategies such as "street-facing" or "no view" units and units with quality building materials yet lower cost appliances and carpeting can reduce unit costs and prices.

SUBAREA 2: Broadway To Bay Street

OBJECTIVE 2

MAINTAIN THE SCALE, CHARACTER AND DENSITY OF THIS PREDOMINATELY RESIDENTIAL NEIGHBORHOOD.

POLICY 1

Infill with carefully designed, medium density new housing.

New development in this area should be restricted to residential use with neighborhood-serving retail use allowed at the ground floor. This would involve reclassifying properties from to medium density residential with ground floor retail use.

Existing small scale commercial uses above the ground floor should be permitted to remain as non-conforming uses for the life of the building. Existing ground floor residential space could be converted to small-scale retail use provided that upper level residential space and its required accessory uses (e.g. parking, open space, rear yard, access ways, other mechanical features) were not adversely affected by such conversion.

SUBAREA 3: Bay Street To The Municipal Pier

OBJECTIVE 3

TRANSFORM THE AREA INTO AN ATTRACTIVE GATEWAY TO THE RESIDENTIAL BOULEVARD AND A TRANSITION FROM FISHERMAN'S WHARF AND THE GOLDEN GATE NATIONAL RECREATION AREA.

POLICY 1

Create a tree-lined and landscaped median strip within the Van Ness street space and plant rows of trees in the sidewalk space.

This greenspace element, which would realign some existing parking spaces, should be designed to "announce" the area's attractive shoreline open space resources and visually direct the visitor to them.

POLICY 2

Support National Park Service plans for improvements of the area within the boundaries of the Golden Gate National Recreation Area (GGNRA) boundaries.

The GGNRA General Management Plan calls for the following improvements:

"All of the Van Ness Avenue (asphalt paving) inside the park boundary will be removed and replaced with landscaping. The Sea Scout clubhouse and maintenance docks will also be removed. The Sea Scouts' boats will be moved to the east side of the lagoon, and their programs and meetings will be held in the aquatic center. The food concession at the foot of Van Ness will receive a good sprucing-up. The Municipal Pier will also get a substantial cleanup and minor improvements such as fish- cleaning stations and restrooms. (It may also require structural renovation). Night lighting throughout the area will be upgraded."

VAN NESS CORRIDOR

OBJECTIVE 4

PERMIT DENSITIES AND LAND USES THAT ARE COMPATIBLE WITH EXISTING LAND USES AND PROPOSED RESIDENTIAL DEVELOPMENT OF THE AVENUE.

POLICY 1

Adopt zoning controls that conform to the Van Ness Avenue generalized Land Use and Density Plan.

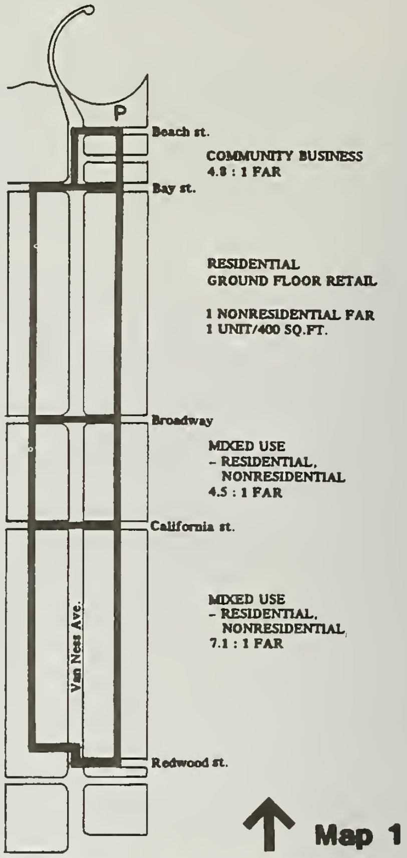
URBAN DESIGN

OBJECTIVE 5

ENCOURAGE DEVELOPMENT WHICH REINFORCES TOPOGRAPHY AND URBAN PATTERN, AND DEFINES AND GIVES VARIETY TO THE AVENUE.

Topography and Street Pattern

Van Ness Avenue is the central north-south spine and one of the widest streets in the City. Bounded by Civic Center and the Bay and characterized by excellent views, the Avenue defines and links many adjacent neighborhoods. In connecting Market Street to the Bay, Van Ness forms the western edge of the inner city and separates the Nob and Russian Hill neighborhoods from Pacific Heights. The Avenue also provides access between a number of focal points, including landmark buildings, cultural centers, important view corridors and the Bay. The juxtaposition on the Avenue of large monumental structures with fine-grain urban fabric to the east creates an exciting contrast within the cityscape.



Map 1

GENERALIZED LAND USE AND DENSITY PLAN

(FAR applies to residential and nonresidential uses)

POLICY 1

Establish height controls to emphasize topography and adequately frame the great width of the Avenue.

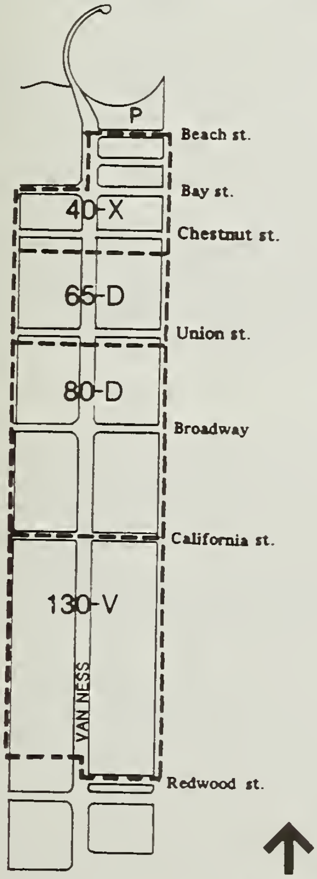
Existing height limits on the Avenue range from 40 feet at the northern end to 130 feet in the central portion. This height differentiation responds to topographic conditions as well as land use patterns, maintaining distinctions between areas of different character. For example, height districts are gradually tapered from 130 feet around the hilltop at Washington Street to 80 feet at Pacific Avenue and further to 65 and 40 feet towards the Bay shoreline. Although the majority of existing height controls are adequate to define both the overall topography as well as the great width of the Avenue, the height limit between California and Pacific Streets should be lowered from the existing 130/105-ft. level to 80 ft. in order to facilitate the transition between the greater building heights along the southern part of the Avenue and the mostly low-rise residential development north of Broadway. Development to maximum height should be closely monitored to avoid blocking views between the high slopes on both sides of the Avenue. Good proportion between the size of a street and that of its buildings is important for streets to be interesting and pleasant places. The proposed height limits, combined with the Van Ness Plan's proposed bulk controls, encourage definition of the 93-foot wide Avenue.

POLICY 2

Encourage a regular street wall and harmonious building forms along the Avenue.

New development should create a coherent street wall along the Avenue through property line development at approximately the same height. Since block face widths are constant, a regularized street wall encourages buildings of similar scale and massing. Nevertheless, some variety of height is inevitable and desirable due to the need to highlight buildings of historical and architectural significance.

The following controls are proposed for the various bulk districts as shown on the accompanying map:



HEIGHT AND BULK DISTRICTS
Map 2

Setbacks

POLICY 3

Continue the street wall heights as defined by existing significant buildings and promote an adequate enclosure of the Avenue.

New construction on Van Ness Avenue can occur in two basic situations. In some cases, the development will take place between or adjacent to architecturally significant buildings. In this instance, continuity of design and scale between the old and the new is of major importance. In other cases, new development will take place in a more isolated design context; for example, between two existing two-story, non-descript commercial structures. In this instance, the overall continuity of scale along the Avenue is of greater importance than the design character of adjacent buildings. Setbacks of up to 20 feet in depth should be considered for all new development above 40 feet in height and should be required whenever necessary to continue existing significant street wall heights and to define an adequate enclosure of the Avenue. Setbacks can also serve to buffer the upper-level residential units from street-level noise.

POLICY 4

Preserve existing view corridors.

In addition to the setback along the Van Ness Avenue frontage, a setback approximately fifteen feet deep should be provided at an appropriate height along California, Pine, Sacramento, Clay and Washington Streets when necessary to preserve view corridors. The recommended setbacks on the east-west streets could be varied on a case-by-case basis, through the Conditional Use review process, as individual buildings undertake massing studies to determine an appropriate building form and setback which would preserve these significant view corridors.

Rear Yards

POLICY 5

Encourage full lot development resulting in a maximum number of dwelling units.

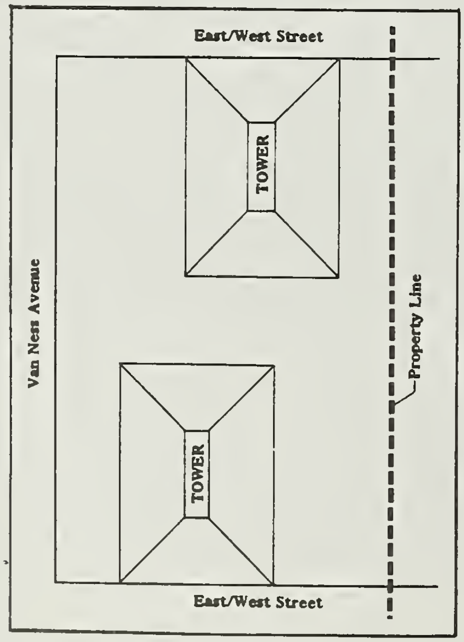
Modifications of the rear yard requirement should be allowed if a comparable amount of usable open space is provided elsewhere within the development, if any interior block open space formed by the rear yards of abutting properties is not adversely affected, and if adequate light and air to all dwelling units is maintained.

Minimum Distance Between Towers

POLICY 6

Encourage separation of towers for buildings involving more than one tower.

In a project involving more than one tower, the towers should be separated so they are viewed as separate structures, thereby reducing their apparent bulk. When towers lack adequate physical separation and differentiation of building materials, texture coloration or massing, they can be perceived as a single structure and the purpose of the bulk requirements is defeated. In addition, building separation allows greater light and air exposure to individual housing units and commercial spaces.



OBJECTIVE 6

ENCOURAGE DISTINGUISHED ARCHITECTURE WHOSE SCALE, COMPOSITION AND DETAILING ENHANCES THE OVERALL DESIGN STRUCTURE OF THE AVENUE AND RELATES TO HUMAN SCALE.

Building Form and Design

Architecturally significant structures along Van Ness Avenue impart a sense of visual unity, although they are characterized by a great stylistic variety. In contrast, undifferentiated buildings can be overwhelming, creating an inhospitable pedestrian environment. Differentiation of building sections — including setting off a building base from shaft and tower — creates a human scale at street level.

POLICY 1

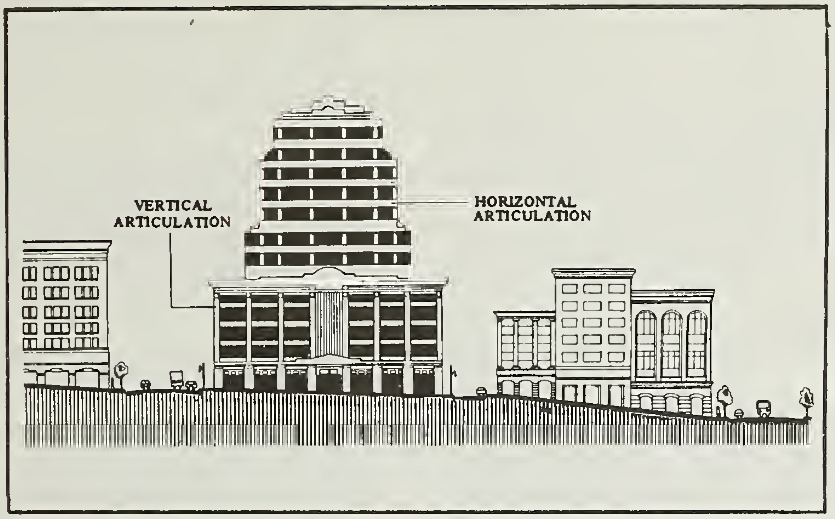
Design exterior facades which complement and enhance significant works of architecture along the Avenue.

Architectural styles along the Avenue include Romanesque, Gothic, Spanish Colonial, Renaissance/ Baroque, Beaux Arts Classical, and Modern. Such architectural variety precludes the predominance of any one style, even though the Beaux Arts is clearly dominant in Civic Center. While design in a historical style is neither encouraged nor discouraged, the eclectic styles of significant buildings provide a rich architectural vocabulary.

POLICY 2

Create varied rhythms in developments on large lots by inserting vertical piers/columns, or changes in fenestration and materials to articulate what otherwise would be an undifferentiated facade plane.

The 50 Vara block subdivision along Van Ness Avenue results in north-south block lengths of 275 feet. On blocks bisected by alleys the length is commonly 120 feet. Excessive horizontal width without reoccurring vertical elements leads to a repetitive rhythm difficult to comprehend.



POLICY 3

Incorporate setbacks and/or stepping down of building form on new developments — and major renovations when necessary — to increase sun exposure on sidewalks.

Design features such as setbacks and wind breaks on new developments and renovations can help to provide a pleasant environment on both rooftops, sidewalks, courtyards and nearby open spaces.

POLICY 4

Differentiate bases of buildings and incorporate detail at ground level through variety in materials, color, texture and architectural projections. Provide windows with clear glass throughout the building.

Defined bases on tall buildings provide opportunities for active ground floor uses, ornament and art, colonnades, arcades and other innovative schemes. Clear glass facilitates visual contact between the building and the outside and is especially important at the ground level. A belt course or cornice, change in materials, or other architectural treatment should be required at the 40 to 60 foot height along Austin, Hemlock and Fern Streets for properties with frontage along those minor streets.

POLICY 5

Prohibit bridges over streets or other public right-of-ways.

Pedestrian bridges block views, shadow streets and other open spaces and obstruct skyline elements while only marginally improving private pedestrian circulation between buildings. Safe and convenient pedestrian circulation at grade is preferred.

RESIDENTIAL LIVABILITY

OBJECTIVE 7

PROVIDE SAFE AND ATTRACTIVE ENVIRONMENTS WITHIN EACH MIXED USE DEVELOPMENT.

Safety, Security and Privacy

POLICY 1

Ensure safety, security and privacy within new residential developments while encouraging efficient use of common open space areas.

Common areas associated with the residential portion of a mixed use development should be designed to prevent intrusion by commercial space users and the general public. Whenever possible, residential parking areas should be physically separated from public parking areas and should provide safe and secure passageway to residential elevators and walkways. Handicapped parking areas should be placed close to elevators and should be free of potential vehicle movement conflicts.

Sun, Shade and Wind Protection

POLICY 2

Provide wind protection and sun exposure to private and common open space areas.

Open Space/Greenspace

POLICY 3

Generally maintain existing open space requirements for residential use. Allow common open space requirements to be met by a variety of recreation and open space features.

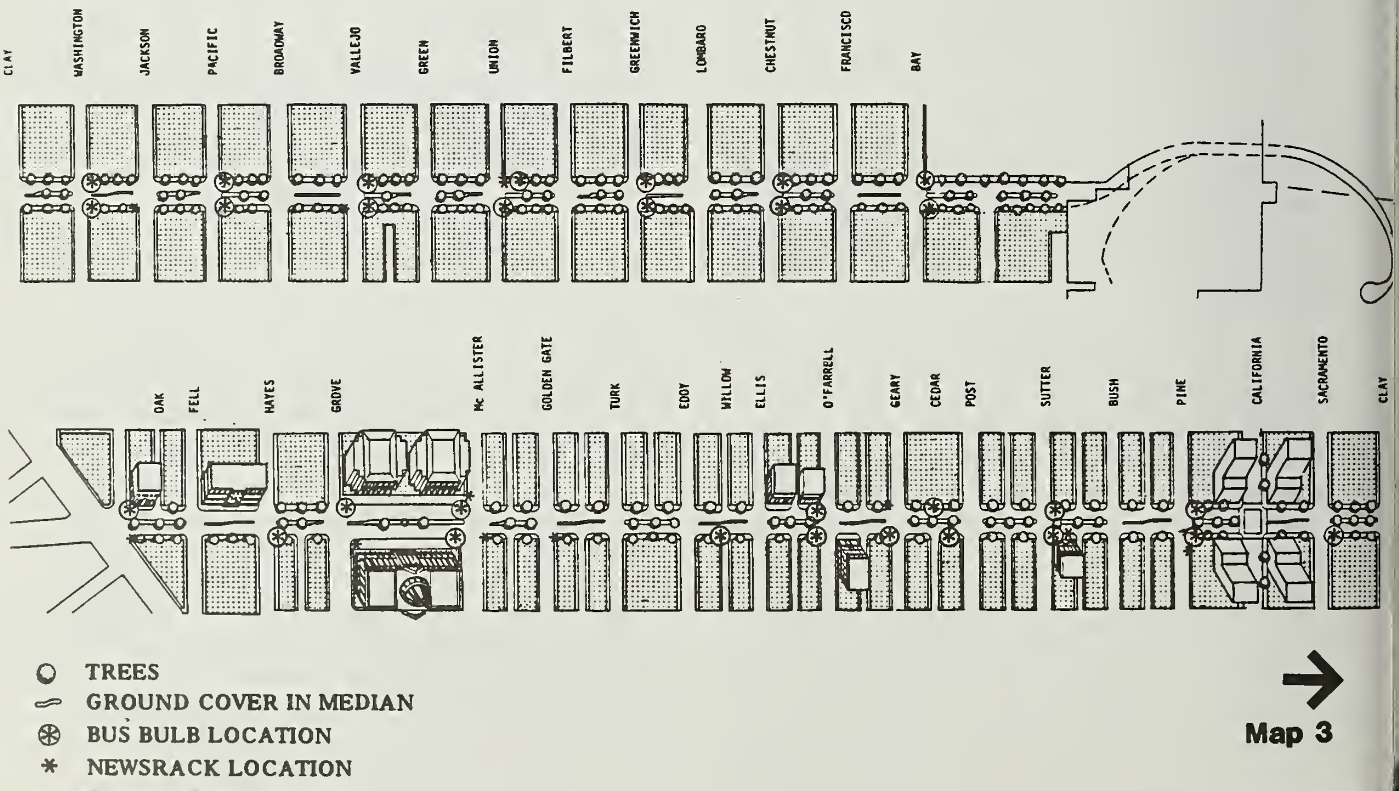
The requirement of 36 square feet of open space for each dwelling unit should continue to apply. Development of common usable open space could substitute for private open space at a ratio of 1.33 to 1 provided that this space would be for the exclusive use of project residents. Common open space should include such uses as multi-purpose rooms to be used for exercise rooms, solaria, recreational facilities, green spaces and open space play areas.

Noise

POLICY 4

Design mixed use developments to create a quiet residential environment with a variety of intimate, personal spaces well insulated from the intrusion of noises from street or commercial activities.

There are a variety of ways in which the sound coming from Van Ness Avenue can be reduced to create an acceptable acoustic environment for dwellings. Setbacks provided above the commercial street wall can serve as a sound barrier for those units behind the setback. In addition, noise control for interior spaces can be provided through sound-rated windows. Other sound attenuation measures such as deep balconies and solid balcony rails may also be necessary. Bedrooms or whole units can be insulated from noise by solaria which provide not only sound insulation but also usable garden space, and, on the south, solar heating. To encourage their use, solaria should be counted as required private, usable open space if they are designed so that a substantial portion of the window area can be opened to the air.


CLAY
WASHINGTON
JACKSON
PACIFIC
BROADWAY
VALLEJO
GREEN
UNION
FILBERT
GREENWICH
LOMBARD
CHESTNUT
FRANCISCO
BAY
OAK
FELL
HAYES
GROVE
Mc ALLISTER
GOLDEN GATE
TURK
EDDY
WILLOW
ELLIS
O'FARRELL
GEARY
CEDAR
POST
SUTTER
BUSH
PINE
CALIFORNIA
SACRAMENTO
CLAY
○ TREES
GROUND COVER IN MEDIAN
⊛ BUS BULB LOCATION
* NEWSRACK LOCATION

LANDSCAPE PLAN

Map 3

STREETSCAPE

OBJECTIVE 8

CREATE AN ATTRACTIVE STREET AND SIDEWALK SPACE WHICH CONTRIBUTES TO THE TRANSFORMATION OF VAN NESS AVENUE INTO A RESIDENTIAL BOULEVARD.

Plantings

POLICY 1

Require sponsors of major renovation or new development projects to improve and maintain the sidewalk space abutting their properties according to the guidelines contained in this Plan.

Sidewalk vaults or sub-sidewalk basements should not be permitted in new developments. Where there are existing sidewalk vaults or sub-sidewalk basements, project sponsors should be required to install or pay for the installation of subsurface footings, supports or foundations as may be required for future public improvements such as street trees, lights, trolley wire poles, signs, benches, transit shelters, etc. within the vault or sidewalk basement area.

POLICY 2

Where there are no trees, plant trees within the sidewalk space and the median strip. Maintain existing healthy trees and replace unhealthy ones.

Trees should be planted on center two feet from the curb, an average of 20 foot spacing along Van Ness Avenue. At major intersections, the trees might be grouped. Trees should be planted within the sidewalk or median space and should be at least four-inch caliper, 10 feet tall, have good taper, and be free of disease and pests.

Appropriate trees for planting in the median strip include *Eucalyptus calophylla* v. 'Hawkeye', *Eucalyptus rudis* (Desert Gum), and *Eucalyptus polyanthemus* (Silver Dollar Gum). Appropriate sidewalk canopy trees include two Lindens, *Tilia cordata*, and *Tilia tomentosa*, and *Platanus acerifolia*, Sycamore.

POLICY 3

Provide street trees with tree grates that have removable sections to adequately accommodate tree growth.

The design of the tree grates should be uniform throughout the length of the street.

POLICY 4

Incorporate low-growing ground cover around the tree plantings within the median strip.

Shrubs or hedges growing to a maximum height of three feet should be planted in addition to or in lieu of ground cover within the median strip. Ground cover species could include *Agapanthus africanus* (Lily of the Nile), Dwarf Lily of the Nile, as well as colorful Gazania, consistent with other plantings in the median along Van Ness.

Sidewalk Treatment

POLICY 5

Maintain existing sidewalk widths.

POLICY 6

Incorporate uniform sidewalk paving material, color, pattern and texture throughout the length of the Avenue.

Sidewalk and median strip paving materials should be concrete, light grey-tone in color, with a plain, brushed surface texture, except for a darker grey 12-inch curbside trim which should add a richness in color and texture to the Avenue.

POLICY 7

Trim sidewalk curbs with hydraulically pressed, pre-cut four-inch square stone paving blocks to a horizontal depth of 12 inches. Replace median pavements with grey tone interlocking paving blocks.

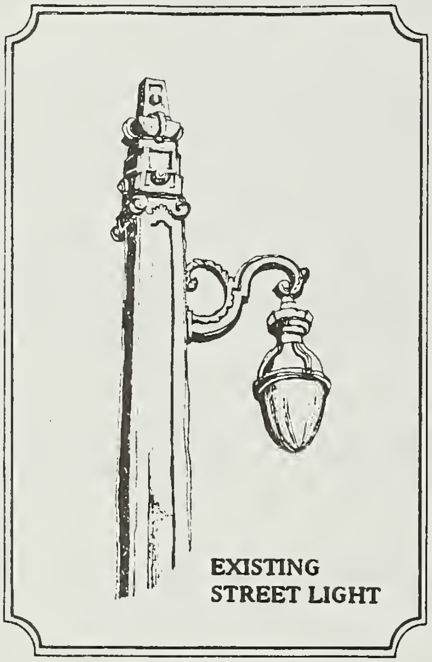
The stone pavers should be of a complementary medium grey-tone color (e.g., Hanover Prest Paving R.D. No. 4).

Street Lighting

POLICY 8

Assure a uniform architectural style, character and color in the design of street lights and poles.

Painting all the light poles along Van Ness Avenue a blue and gold color scheme, similar to that of the Civic Center light poles, would contribute to this special identity.


EXISTING
STREET LIGHT

If feasible, existing street light poles should be maintained and enhanced in order to contribute to the special identity of the Avenue. The angle and color of illumination on existing and new street lights should be designed to minimize glare to nearby residential uses.

Lighting should not damage adjacent landscape plantings and should provide safe and attractive lighting for pedestrians.

Street Furniture

POLICY 9

Provide attractive street furniture at convenient locations and intervals throughout the length of the street.

New bus shelters or replacement shelters should be placed between the trees along the tree line of the sidewalk. Benches should be attached to the ground and located between the trees along the tree line of the sidewalk adjacent to bus stops.

POLICY 10

Cluster newspaper racks at specific corner locations.

News racks should be fixed to the ground and not attached to utility poles, or other street furniture; racks should not, as a clustered group, exceed six feet in length; and should provide an adequate visual clear zone at intersections for motorists' turning movements and adequate space within the sidewalk for free flow pedestrian circulation.

Newspaper racks should be clustered only at the intersections in the sidewalk space at the following locations along Van Ness Avenue and would not be allowed elsewhere.

WESTSIDE	**EASTSIDE**
South of Geary	North of McAllister
North of Pine	North of Golden Gate
South of Jackson	South of Geary
North of Union	North of Sutter
	South of Vallejo

Signs

POLICY 11

Permit general advertising signs, business signs and other identifying signs. Permitted signs should meet the following design criteria.

a) Signs should not feature any flashing, blinking, fluctuating or otherwise animated light. Likewise, signs should not feature any moving parts.

b) Wall signs shall not be less than 10 feet above grade and should not be higher than 45 feet above grade and should not be higher than the lowest residential window sill.

c) Projecting signs and general advertising signs should not be higher than 36 feet. Projecting signs shall in no case project more than 4 feet over the sidewalk.

d) General advertisement signs should conform to State Outdoor Advertisement regulations requiring that no advertising display shall be placed within 100 feet from another advertising display.

e) Signs should not be placed in front of windows.

TRANSPORTATION AND CIRCULATION

OBJECTIVE 9

PROVIDE SAFE AND EFFICIENT MOVEMENT AMONG ALL USERS ON VAN NESS AVENUE.

The Van Ness Avenue right of way performs many functions. It is a primary state highway carrying heavy auto and truck traffic. Two Municipal Railway routes — the 47 and 42 lines — travel most of its length as do Golden Gate transit buses. Appropriate measures are required to make certain this traffic flows smoothly. Measures must also be taken to assure that the sidewalk remains pleasant for the pedestrian and that the street will be as attractive a "front yard" for Van Ness Avenue residents as possible.

Transit Service

POLICY 1

Reduce conflicts between transit vehicles and other moving and parked vehicles. Aggressively enforce no parking regulations in bus zones.

POLICY 2

Provide clearly visible and readable street signs and bus stop signs to improve the legibility of bus stops for riders within the bus and for pedestrians. Such signage, however, should not overwhelm the design of the landscape/streetscape system. Provide safe and comfortable waiting areas for patrons by using well-directed street lighting and bus shelters.

POLICY 3

Investigate the feasibility of extending the California Street Cable Car line to the Nihonmachi Center via California Street, Webster or Buchanan Street to Sutter Street. Pending such an extension, provide a safe, comfortable and attractive terminus to the line at Van Ness Avenue. Extension of the cable car, if financially feasible, would provide more efficient use of the Cable Car line as a transit system for residents as well as an attractive means of transporting visitors to special places of interest.

POLICY 4

Investigate the feasibility and desirability of creating a MUNI Metro line along the Van Ness Corridor which would connect with a proposed light rail line along the northeastern waterfront.

This would create a loop rail transit line around the northeastern quadrant of the city. Although expensive to construct, a Van Ness subway would improve intercity and intra-regional transit service and would ease vehicular traffic flow above ground.

Auto Circulation

POLICY 5

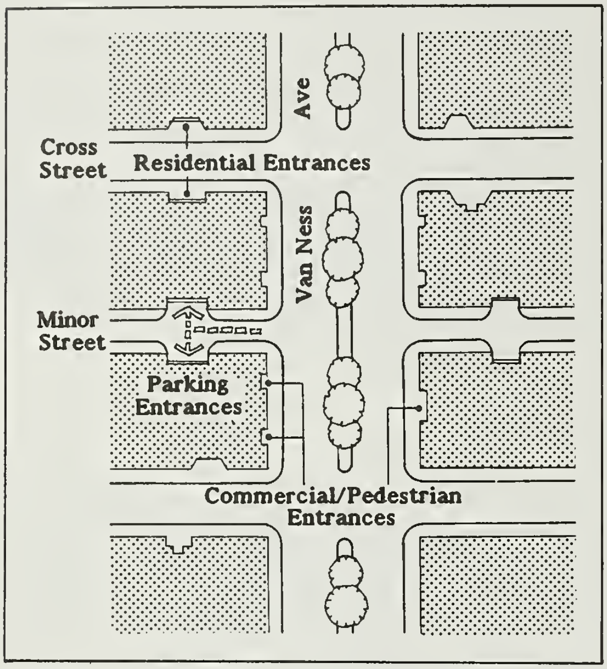
Whenever feasible, provide access to parking from minor east-west streets. Prohibit new parking access from Van Ness Avenue. For development of lots with no direct access to an east-west street, allow off-site provision of required parking as set forth in Section 159(c) of the Planning Code.

POLICY 6

Prohibit any new drive-up facilities.

POLICY 7

Investigate feasibility of developing Gough Street from Bay Street as a one way couple with Franklin Street.



Parking

POLICY 8

Require residential parking at a ratio of one parking space per dwelling unit.

POLICY 9

Adopt short-term parking rate structures for existing and new commercial parking resources to discourage commuter parking and provide visitor — shopper parking. Make accessory parking spaces available to the general public for use as short-term day or evening parking whenever possible.

POLICY 10

Encourage use of upper-story auto storage spaces within existing auto showrooms along Van Ness Avenue as community parking facilities for adjacent projects.

The use of these spaces for parking could be a highly desirable adaptive re-use of these buildings, a number of which are to be preserved under this Plan. Access to the parking should be from the side streets, not Van Ness.

Pedestrian Circulation

POLICY 11

Improve the efficient and free flowing use of sidewalk space in new development.

Sidewalk space along Van Ness Avenue is shared by pedestrians, transit patrons, sidewalk elevators, light fixtures, MUNI power poles, traffic signals, news racks, benches and street trees, and moving vehicles entering or exiting an on-site parking area. Design of sidewalk space associated with new development should reduce clutter and pedestrian obstacles. Existing sidewalk elevators should be removed as quickly as possible and they should be prohibited in new developments. The number of news racks should be kept to a minimum to improve the free flow of pedestrian activity. news racks should be maintained in an attractive fashion.

POLICY 12

Orient building entrances to enhance pedestrian circulation.

In addition to providing parking access for new developments fronting on Van Ness, the east-west minor streets should provide safe and attractive pathways for pedestrian travel. Major residential entrances should be designed very graciously and should front major east-west streets. Commercial entrances should be featured along Van Ness Avenue.

POLICY 13

Unify the design of trash bins, benches, news racks, street lighting fixtures, sidewalk surface treatment, canopies, awnings and bus shelters throughout the length of the street.

Freight Loading

POLICY 14

Discourage access to freight loading facilities from Van Ness Avenue.

Whenever possible, access to on-site freight loading spaces should be provided from minor or collector streets rather than from major thoroughfares. In instances where commercial uses front on Van Ness Avenue without convenient access to an off-street freight loading facility, priority should be given to allocating existing curb space on nearby east-west collector streets to truck loading zones. No parking rules for bus zones should be strictly enforced.

OBJECTIVES AND POLICIES FOR CONSERVATION

PRESERVATION OF HOUSING RESOURCES

OBJECTIVE 10

CONSERVE EXISTING HOUSING RESOURCES.

POLICY 1

Encourage preservation of existing housing structures unless adequate mitigation measures are initiated.

Existing housing is an important source of affordable housing and rental housing, both of which are important resources to retain. The demolition and conversion of existing housing units would therefore require Conditional Use authorization from the Planning Commission. In its evaluation of the Conditional Use application, the Commission would take into consideration the objectives of this Plan regarding the preservation of existing housing, the Residence Element of the Master Plan, and all applicable Citywide controls regarding the demolition of existing housing units.

PRESERVATION OF SIGNIFICANT BUILDINGS

OBJECTIVE 11

PRESERVE THE FINE ARCHITECTURAL RESOURCES OF VAN NESS AVENUE.

Van Ness Avenue has been endowed with a number of attractive buildings, mostly older buildings which individually reflect a flavor characteristic of San Francisco's unique architectural style and heritage. Collectively, these buildings contribute to a rich and attractive architectural environment for Van Ness Avenue. The most outstanding of these buildings provide a basis for establishing a theme and scale for the area's new development. They should be preserved and complemented by new development.

In the course of the economic evolution of the Avenue, it is likely that many of these significant buildings will be converted to other uses. In particular, the function of the street as the auto show room for the city has changed in the recent past and is likely to change even more in the future, with many of the auto agencies relocating. Preservation and adaptive re-use of these rather specialized structures, a number of which are significantly smaller than the allowable zoning envelope of the site, will require flexibility and imagination.

POLICY 1

Avoid demolition or inappropriate alteration of historically and architecturally significant buildings.

Van Ness Avenue is endowed with a number of architecturally rich and attractive buildings which impart upon the Avenue a special character and identity. Thirty-three buildings have been identified as deserving special consideration.

Although these buildings often share some common classical architectural features, each building is unique in its style and context.

Alteration of these historically and architecturally significant buildings should be carefully reviewed for conformity with the building-specific guidelines described. Demolition should be discouraged unless it is clearly established that the building has been rendered unsafe and unoccupiable and infeasible for rehabilitation due to fire, earthquake, or similar circumstances, or that substantial and irretrievable physical deterioration has occurred.

It would be appropriate to give these buildings special recognition and protection by designating these buildings as local landmarks.

The special features of these buildings and guidelines for their potential adaptive re-use or alteration are described in Appendix A.

POLICY 2

Allow relaxation of the residential use requirements and of parking requirements for buildings designated as city landmarks.

In order to give a strong economic incentive to preservation of those architecturally significant buildings along the Avenue which are classified as city landmarks, the conversion of uses in these buildings should be considered for exemption from the mandatory provision of on-site housing. Similarly, the conversion of uses in these buildings to office space should be exempted from the provisions of this Plan limiting the amount of office space allowed. These exemptions are designed to make retention and conversion of buildings classified as city landmarks as economically attractive as their demolition and subsequent construction of a mixed-use project conforming to the requirements of this plan.

POLICY 3

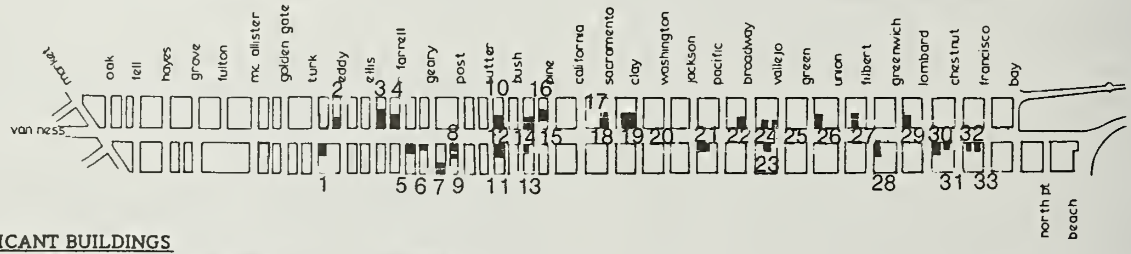
Encourage the retention and appropriate alteration of contributory buildings.

There is another group of buildings, listed in Appendix B, which are not of sufficient importance to justify their designation as landmarks. Nevertheless these buildings, referred to as contributory buildings, nevertheless, possess architectural qualities which are in harmony with the prevailing characteristics of the more significant landmark quality buildings. These buildings contribute to the character of the street and should be retained if possible.

POLICY 4

Encourage architectural integration of new structures with adjacent significant and contributory buildings.

The scale of new buildings — their height, bulk, shape and proportions — should not overwhelm buildings of historic and architectural importance. Designs should harmonize with those buildings by continuing compositional features such as horizontal lines (i.e., belt courses, cornices), window proportions, and overall facade divisions. While the use of color, materials and detailing should not draw unnecessary attention and create conflict with significant and contributory buildings, choices for stylistic treatment are to be left flexible.



SIGNIFICANT BUILDINGS

	AB/Lot	Address	Building
1.	742/6	700 Van Ness	Former Auto Showroom
2.	743/1	799 Van Ness	Commercial Showroom
3.	719/2	901 Van Ness	British Motors
4.	719/1	999 Van Ness	Cadillac Showroom
5.	715/5	1000 Van Ness	Don Lee Building
6.	715/9	1050 Van Ness	Grosvenor Inn
7.	694/4	1015 Polk	Offices
8.	694/11	1142 Van Ness	Concordia Club
9.	694/16	1141 Post	Apartments
10.	671/2	1301 Van Ness	Commercial Showroom
11.	670/12	1244 Sutter	Theatre
12.	670/13	1300 Van Ness	Regency Theater
13.	667/10	1400 Van Ness	Auto Showroom
14.	666/5	1401 Van Ness	Apartments
15.	666/4	1415 Van Ness	Auto Showroom
16.	666/29	1623/1631 Pine	Salesroom
17.	642/1	1699 Van Ness	Offices/Retail
18.	623/1	1745 Van Ness	Apartments
19.	623/1A	1735 Van Ness	Apartments
20.	623/1B	1725 Van Ness	Apartments
21.	595/5	2000 Van Ness	Medical Offices
22.	575/15	2117 Van Ness	Church
23.	571/12	2254 Van Ness	House
24.	570/29	2209 Van Ness	House
25.	570/1	2277 Van Ness	House
26.	546/4	2401 Van Ness	Church
27.	527/7	2517 Van Ness	House
28.	523/14A	2600 Van Ness	Apartments
29.	503/5	2701 Van Ness	Apartments
30.	499/3	2800 Van Ness	Flats
31.	499/7	2826 Van Ness	Flats
32.	478/11A	2906 Van Ness	House
33.	478/11B	2930 Van Ness	House

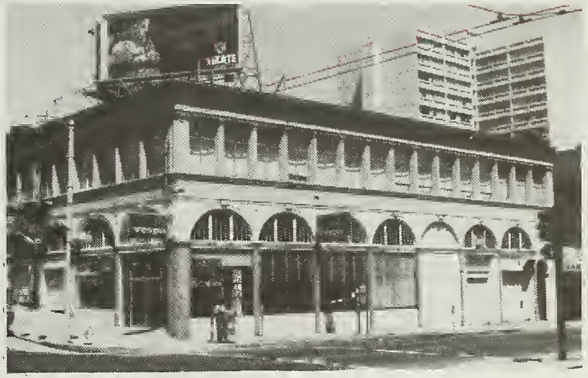
SIGNIFICANT BUILDINGS **Map 4**

APPENDIX A

SIGNIFICANT BUILDINGS

700 VAN NESS
NE Corner at Turk
(AB 742/6)

Commercial Showroom, former business college

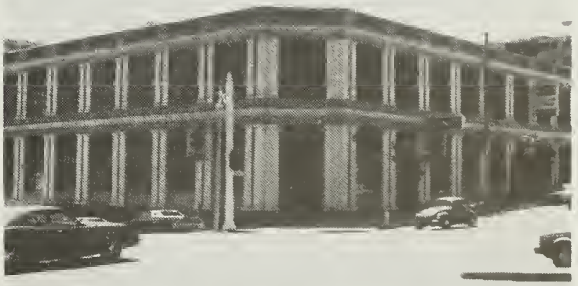


A pleasant two-story structure on a small site, distinguished by the lightness and proportions of its ground level arcade and second level windows, the quality of its decorative details, and the large glass areas of its exterior walls. Its appearance could be much improved by consistent treatment in the ground floor arched openings on both streets as well as with a more sympathetic color scheme.

The amount of solid wall surface is minimal in this building with only light-weight columns separating the arched ground floor openings, a condition which also prevails in the second story windows. The site size would not seem to permit a vertical addition with the kind of setbacks which would be necessary to maintain the architectural integrity and character of this building. It would be inappropriate to place anything of any weight above the almost tracery-like facades.

799 VAN NESS AVENUE
SW Corner at Eddy Street
(AB 743/1)

Commercial Showroom

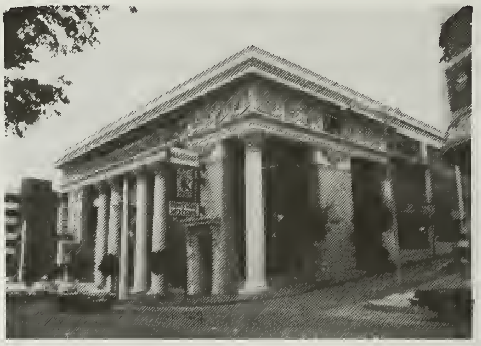


This two-story building is sandwiched (with intervening streets) between moderate-rise apartment buildings — 725 and 801 Van Ness — with which it has some commonalities despite the different scale. The chamfered corners at Eddy and Larch Streets reflect the angle of the slanted bay windows in the apartment buildings and the windows here and in 725 are multi-paned.

Unless the Larch Street level is used for parking, it might be necessary, if used commercially, to modify the windows on Van Ness somewhat as the existing windows on Van Ness do not permit visibility into the interior.

901 VAN NESS AVENUE
NW Corner of O'Farrell Street
(AB 719/2)

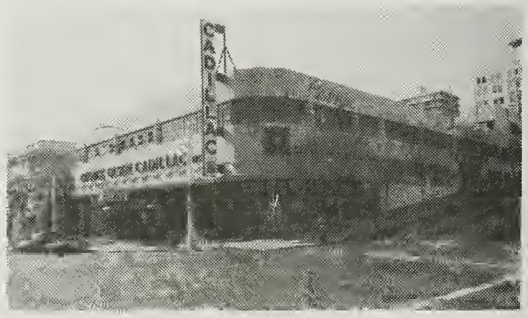
British Motors (originally Packard) Showroom



The architectural treatment of this building is decisively two-part. The monumental, columned, temple-like showroom facade on Van Ness returns along O'Farrell and Olive for two short bays and then the remainder of the facades on these two streets are industrial in appearance. In the Ellis Street facade, infill glazing between columns is an apparent recent alteration as its counterpart on Olive appears to be the original 1926 multi-paned industrial sash. This building is a designated City Landmark and any alterations would require a Certificate of Appropriateness.

999 VAN NESS AVENUE
SW Corner at O'Farrell Street
(AB 719/1)

Cadillac Showroom

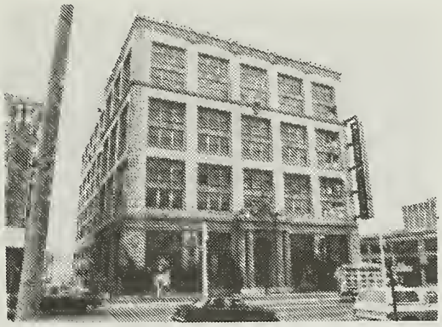


A rare and outstanding example of a Moderne auto showroom. The building, with its curving corners, powerful horizontal articulation in its sweeping upper-level solid and glass bands, and eccentric piers and pylons, appears to float above a glass base. Evidence suggests that this is the last of auto showrooms expressly built for that purpose on Van Ness. Its construction date was only 10 or 11 years after that of its neighbor, no. 901 across Olive Street, during which time buildings — as with the merchandise sold therein — became streamlined.

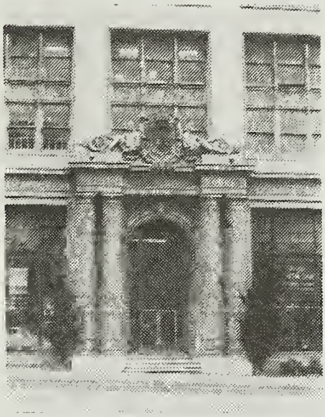
Alterations or additions should not be made to the Van Ness facade or the first two bays to the west. All significant interior features should be preserved intact.

1000 VAN NESS AVENUE
NE Corner at O'Farrell Street
(AB 715/5)

Don Lee Building



One of the two great temples to the automobile on Van Ness Avenue and a designated City Landmark. Its base, particularly the entrance, is monumental in scale and execution. The six upper floors, while bearing an excellent relationship to the base, take on architectural significance only when viewed with the base.

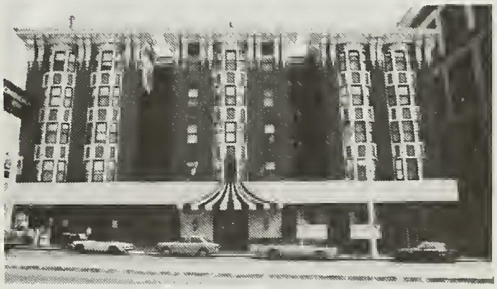


The interior fulfills the expectations gleaned from viewing the exterior. Monumentality is achieved and expressed in variations of the California architectural theme of the Spanish revival, also expressed by the cub bears atop columns on the Van Ness facade.

Alterations would require a Certificate of Appropriateness.

1050 VAN NESS AVENUE
SE Corner at Geary Street
(AB 715/9)

Grosvenor Inn (formerly Richilieu Hotel)

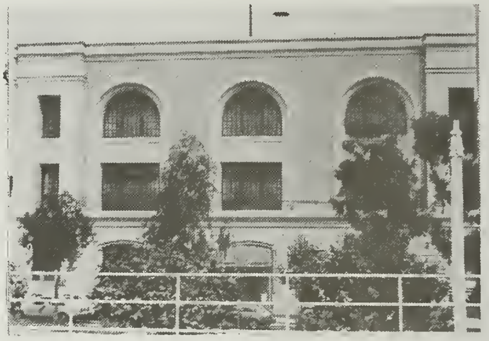


Boasting an overscaled, intricately detailed cornice, this building is highly compatible in height, bulk and architectural treatment with the buildings to the east, which when taken together comprise about 75% of the block frontage.

No alterations to the exterior should occur above the ground floor. However, the sign band at the first floor level should be removed and replaced with a cornice or some other architectural feature which would be more sympathetic to the building. Minor alterations to the ground floor are encouraged in order to bring it into closer conformity with its original state and as well as more sympathetic to the upper floors, and which would provide uses and window treatment which are more attractive to the pedestrian.

1142 VAN NESS AVENUE
SE Corner at Post Street
(AB 694/11)

Concordia Club



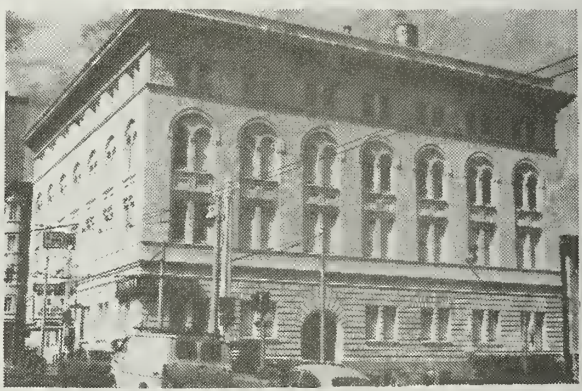
Reconstructed following severe fire damage, this classically inspired building bears a closer affinity to Civic Center buildings than to its automobile showroom and hotel neighbors. Nevertheless, it contributes positively to the Avenue's monumental character and identity.

Over a rusticated ground floor facade, the upper two floors are treated as a single unit containing three two-story arched openings flanked by narrow pavilions at either end.

There should be no exterior alterations except those which might bring the uppermost part of the facade back to its probable original state of being capped by a cornice or parapet.

1300 VAN NESS AVENUE
NE Corner at Sutter Street
(AB 670/13)

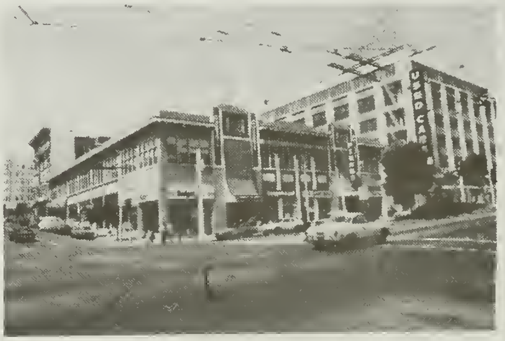
Regency Theater



Presently a theater and formerly a fraternal lodge, this building is designed in the manner of an Italian palazzo (which architectural treatment is also given the adjacent building to the east). There should be no alterations to the architectural detailing of the facades except as may be necessary at ground level for its continued viability as a commercial structure and to enhance its interaction with the pedestrian.

1301 VAN NESS AVENUE
NW Corner at Sutter Street
(AB 671/2)

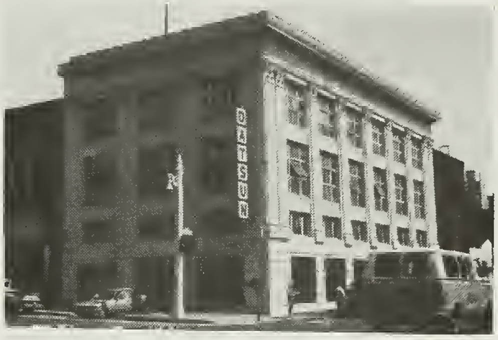
Commercial Showroom



A rare architectural style seldom seen in San Francisco, this Secessionist facade provides a high note of interest on Van Ness Avenue. The architectural features along the Van Ness facade and approximately three bays along Sutter Street should be preserved.

1400 VAN NESS
NE Corner at Bush Street
(AB 667/10)

This is a fine restrained Classical Revival auto showroom with a rusticated base and Corinthian pilasters. The bay and pilaster width relate to the width of the street, with the Van Ness facade having a larger scale than the Bush facade.

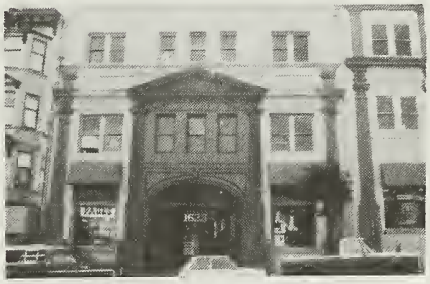


Because of the building's corner location it would be difficult to alter or add to without significantly harming its integrity; therefore the building should remain intact.

1623 & 1631 PINE STREET
South Side of Franklin, West of Van Ness
(AB 666/29)

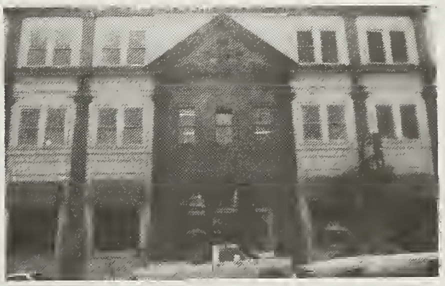
Commercial Buildings

These two buildings, not quite twins, were constructed in 1905 (no. 1623) and ca. 1908 (no. 1629) to attract the carriage trade of fashionable Van Ness Avenue and Pacific Heights. Originally the buildings housed Kelly's Stables which offered "fine equipages, livery and boarding stables." By 1911, the buildings housed automobiles. Gradually, however, the buildings assumed other automotive-oriented uses until today, after interior reconstruction and alterations, they are used for offices and the sale of various merchandise.



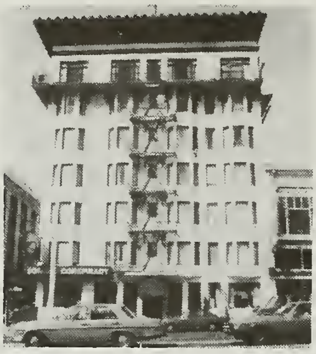
Both are three stories over basement and intended to be temple-like in their eclecticism in which they preceded their automobile counterparts by a couple of decades.

Architectural embellishments and their arrangement on both facades are similar and in many instances identical. The lower two stories of each are divided, into three parts in no. 1623 and five in no. 1629, by two-story corinthian pilasters. Each center section contains a typanum above the second floor and an arched entry at ground level. The uppermost portion of the facade of 1623 appears to have had some of its ornamentation removed.



Appropriate restoration of 1623 is encouraged.

1401 VAN NESS
NW Corner at Bush Street
(AB 666/5)

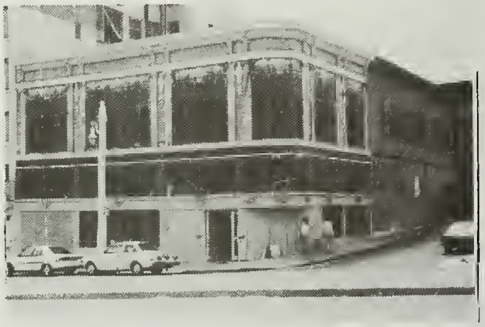


This is a seven story post-fire apartment building. Its facade is richly articulated by bay windows, intact sixth story and roof cornices, and an ornamental fire escape.

Because of its corner location and two architecturally treated facades, it would be difficult to alter or add to without significantly harming its integrity; therefore it should be preserved intact.

1415 VAN NESS
NW Corner at Austin Street
(AB 666/4)

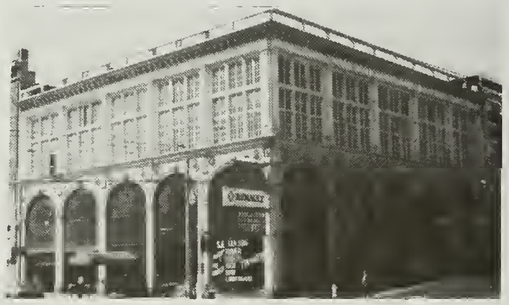
A post-fire auto showroom built around 1909, the building has recently changed use and design. Designed in an Italianate commercial style, the building retains its original bracketed cornice, floral-motif frieze, and the Ionic pilasters. Recent additions to the facade have unfortunately obscured much of the original detailing with fake-marble cladding.



The architectural treatment extends two bays up Austin Street, allowing some flexibility for alterations or additions to the rear of the building.

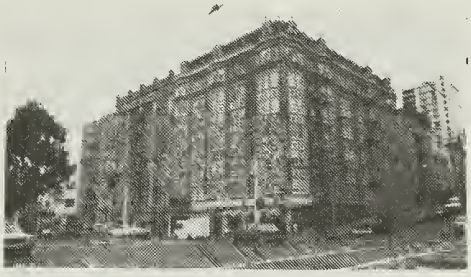
1699 VAN NESS
SW Corner at Sacramento Street
(AB 642/1)

This building is a four story former auto showroom originally built for the Paige Motor Car Company and is presently in office and retail use. The building is marked by two story arches on the ground level differentiating between the functions of the building. The building has been placed on the National Register of Historic Places.



Because of its corner location, it could not be altered or added to without significantly harming its integrity, and therefore it should remain intact.

1725, 1735, and 1745 VAN NESS
Westside, between Sacramento and Clay Streets
(AB 623/1B, 1A and 1)

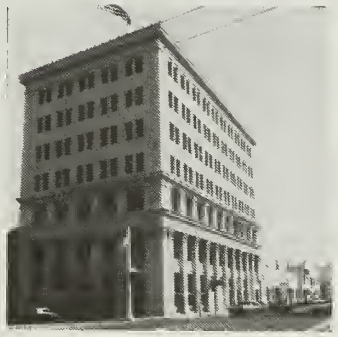


An excellent collection of three Gothic apartment buildings strongly related to each other by the use of similar materials, color, massing, scale, fenestration, bays, cornice and belt lines. 1745 Van Ness is located at the corner of Van Ness and Clay and the Clay facade serves to tie this group to a number of similar apartment buildings on Clay.

The corner building (1745 Van Ness) should be preserved intact. 1725 and 1735 Van Ness could receive minor alterations or additions to the rear without harming their integrity.

2000 VAN NESS AVENUE
NE Corner at Jackson Street
(AB 595/5)

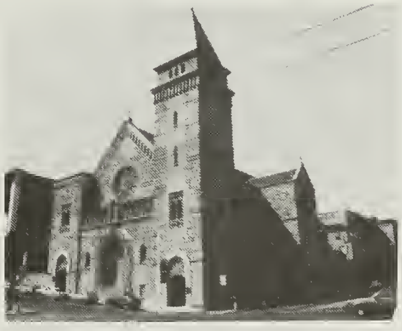
Medical Arts Building



A seven story medical office building with ground floor retail use. The base consists of the lower two floors in which paired windows are separated vertically by two-story Corinthian pilasters and separated horizontally by spandrels embellished with bas-relief ornamentation. Above the third floor windows a prominent belt runs the lengths of both facades and a cornice caps the top edge.

Because of its corner location, its present massing and its two highly visible, architecturally outstanding facades, no exterior alterations should occur.

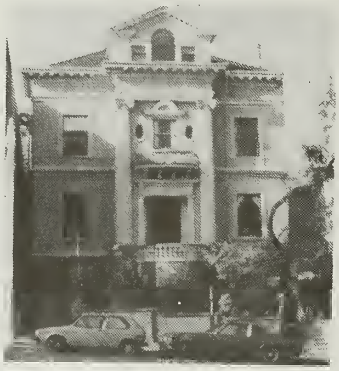
2117 VAN NESS
SW Corner at Broadway
(AB 575/15)



This is an important corner stone church designed in the Romanesque style. It is noteworthy for its entrance arch decoration, corner tower which is an important visual element in the streetscape, and an excellent second story arcade on the eastern facade.

Because of its massing and architectural treatment on four facades, it would be difficult to alter or add to without significantly harming its integrity, and therefore it should be retained intact.

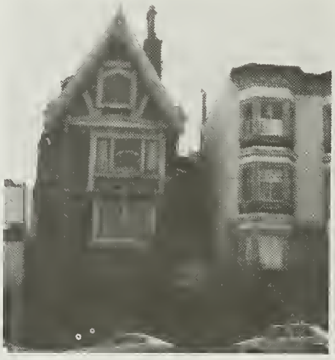
2209 VAN NESS
Westside, North of Broadway
(AB 570/29)



Located on a small rise and set back from the street, this is a three and a half story Palladian residence with a strongly emphasized central bay consisting of Ionic columns flanking the entrance, a second floor balcony, a Palladian window on the second story and the roof dormer, and an ornate cornice.

Because it is a freestanding structure, it would be difficult to alter or add to without significantly harming its integrity; the building should therefore remain intact.

2254 VAN NESS
Eastside, South of Vallejo Street
(AB 571/12)

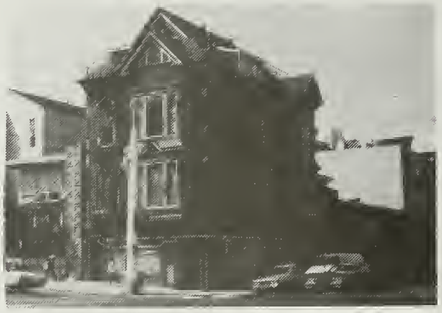


Located on a small rise and visible above a one story building to the north, this is a three-story Victorian residence with stick style influences, a steeply pitched roof, an ornate chimney stack and abundant detailing.

Because of its prominent location, its three architecturally treated facades, and its massing, it would be difficult to alter or add to without harming its integrity; the building should therefore remain intact.

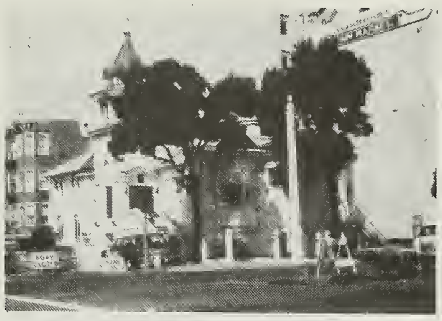
2277 VAN NESS
SW Corner at Vallejo Street
(AB 570/1)

This is a three and a half story Victorian residence recently converted to commercial use with a two story addition to the rear. The building has a strong presence on the street due to its prominent corner location, its square bay windows on both Van Ness and Vallejo, and a complicated gable roof.



Because of its corner location and two architecturally treated facades, only alterations or additions to the rear of the building are possible without significant harm to the structure's integrity. Additions to the rear should be kept below the level of the original cornice.

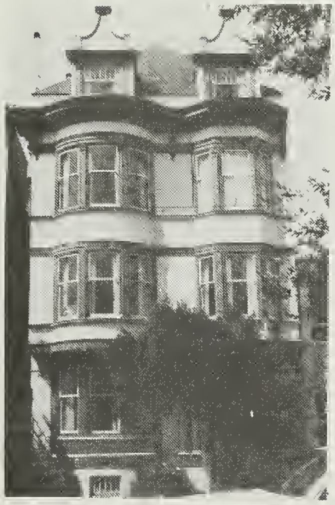
2401 VAN NESS
NW Corner at Green Street
(AB 546/4)



This is a small scale Byzantine style church with Baroque detailing. The style, massing and central form of the church are unusual in the Bay Area.

Because of its corner location, three architecturally treated facades and massing, it would be difficult to alter or add to without significantly harming its integrity; the building should therefore remain intact.

2517 VAN NESS
Westside, North of Union Street
(AB 527/7)

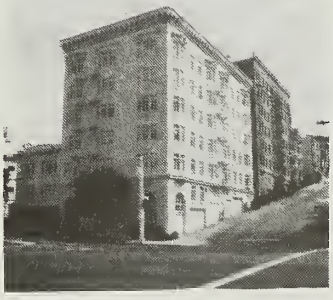


This is a three and a half story Victorian residence with an extremely articulated handling of the facade consisting of round- and three-sided bays, an impressive entrance flanked by double Ionic columns, ornate cornices and belt course, and an unusual treatment of the roof dormers.

Because of massing and scale, the building could not be altered without significant harm to its integrity and it should remain intact.

2600 VAN NESS AVENUE
Northeast at Filbert
(AB 523/14A)

Apartment Building



This is a well-proportioned six story apartment building with good detailing throughout its facades. Above the rusticated basement, a belt course follows the plan outline of the facades including the tiers of bay windows which are separated horizontally by spandrels with bas-relief. A handsome cornice completes the architectural excellence of the building.

Because of its corner location and two architecturally significant facades, no exterior alterations should be permitted.

2701 VAN NESS AVENUE
NW at Greenwich Street
(AB 503/5)

Apartment Building

This is a fine Chateau-like seven story apartment building. It is richly decorated with a two story entrance flanked by pilasters, mansard roof, octagonal chimneys and bays.

With its fine design and prominent corner location at the foot of a hill, the building could not only accept minimal alterations without harming its integrity.

2800 VAN NESS AVENUE
NE Corner at Lombard Street
(AB 499/3)

This three story Victorian residence forms part of a fine group of pre-fire buildings between Lombard and Chestnut Streets which retain the scale and character of pre-fire Van Ness Avenue. Although two of the five buildings have been altered, the group remains coherent through use of similar scale and massing.

Because of its corner location and two architecturally treated facades, it could not be altered or added to without significant harm, and therefore it should be retained intact.

2826 VAN NESS AVENUE
Eastside, South of Chestnut Street
(AB 499/7)

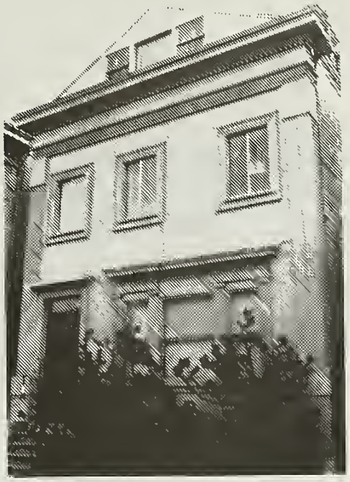
This is a three story Victorian residence, which is part of the group of pre-fire buildings on this section of Van Ness.

Because it is a free-standing structure, it could not be altered or added to without significant harm, and therefore it should be retained intact.

2906 VAN NESS AVENUE
Eastside, North of Chestnut Street
(AB 478/11A)

This is a three story Moderne Style residence, which has been converted to office use. It was one of five identical residences build in 1902.

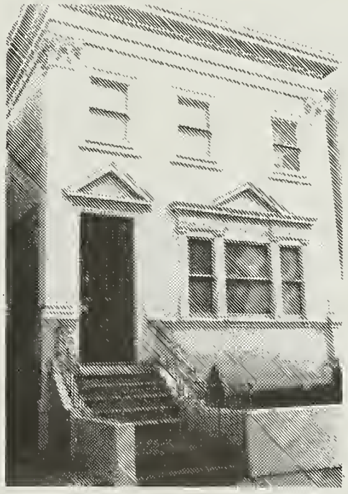
Because of the building's context and it being a freestanding structure, it could not be added to or altered without significant loss of architectural integrity, and therefore is should be retained intact.



2930 VAN NESS AVENUE
Eastside, North of Chestnut Street
(AB 478/11B)

This is a three story Moderne Style residence, which like 2906 Van Ness was on of five identical buildings constructed in 1902 by Herbert E. Law.

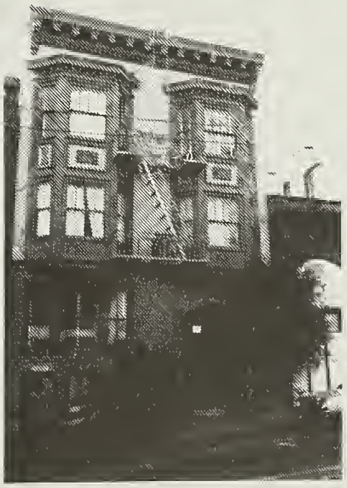
Because of the building's context and it being a freestanding structure, it could not be added to or altered without significant loss of architectural integrity, and therefore is should be retained intact.



1141 POST STREET
South Side of Post Between Van Ness & Polk Street
(AB 694/16)

This three story Renaissance/Baroque style apartment building was constructed in 1914.

Because it is a freestanding structure, it would be difficult to alter or add to without significantly harming it integrity and should be retained intact.



1244 SUTTER STREET
North Side of Sutter Between Van Ness & Polk Street
(AB 670/12)

This three story brick building northern Italian style constructed in 1911. The building served for many decades as the galleries of Butterfield & Butterfield auction house.

Because of the building's rich architectural styling and cultural importance as the home of Butterfield & Butterfield it should be retained intact.

1000 GEARY BOULEVARD or
1015 POLK STREET
NW Corner at Polk & Geary
(AB 694/4)

This four story reinforced concrete Renaissance/Baroque building was built in 1913. Architect John Galen Howard designed the building as a Pierce Arrow auto showroom. The use has since changed to offices.

Due to the freestanding structure's architect and architecture, it should be retained intact.

APPENDIX B

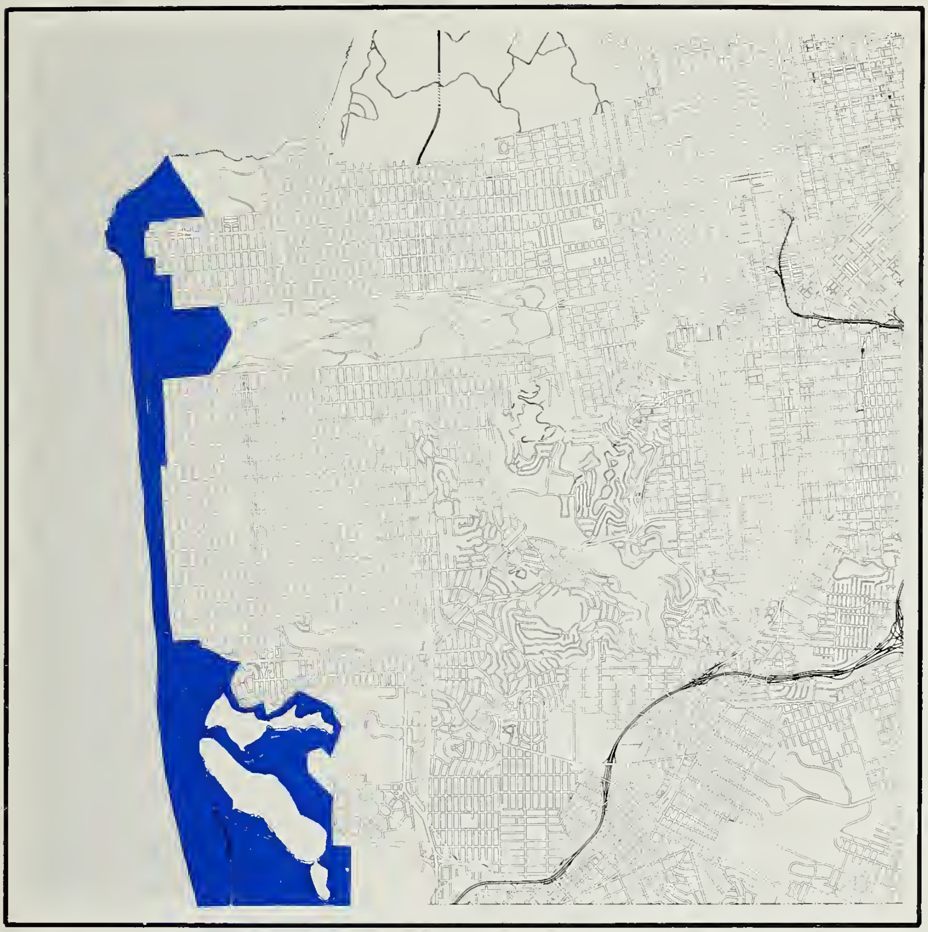
CONTRIBUTORY BUILDINGS

ADDRESS	NAME and/or Block/Lot
540 Van Ness	State Bldg. 766/7
590 Van Ness	766/8
646 Van Ness	Civil Serv. 763/11
690 Van Ness	763/12
714 Van Ness	742/7
725 Van Ness	743/2
740-790 Van Ness	742/9
800 Van Ness	739/5
801 Van Ness	738/5
840 Van Ness	739/9
850 Van Ness	739/10
916 Van Ness	718/12
928 Van Ness	718/13
950 Van Ness	Mercedes 718/21
1233 Van Ness	690/1A
1243-1245 Van Ness	690/1
1332 Van Ness	670/14
1336 Van Ness	670/15
1346-1350 Van Ness	670/16
1355 Van Ness	671/1
1414 Van Ness	Post Office 667/9
1430 Van Ness	667/11
1431 Van Ness	666/3
1441 Van Ness	666/1
1529 Van Ness	647/3
1595 Van Ness	Great Western 647/1
1600 Van Ness	Greenspan 643/18
1700 Van Ness	Oldsmobile 622/18
1730 Van Ness	622/19
1835 Van Ness	618/1B
1840 Van Ness	619/11
2128 Van Ness	574/15
2134 Van Ness	574/16
2200 Van Ness	Dante Hospital 571/5
2211 Van Ness	570/5
2307-2311 Van Ness	551/4
2321 Van Ness	551/2
2325 Van Ness	551/1B

ADDRESS	NAME and/or Block/Lot
2327 Van Ness	551/1A
2420-2424 Van Ness	547/9
2440 Van Ness	547/11
2444 Van Ness	547/12
2511-2515 Van Ness	527/8
2806 Van Ness	499/4
2820 Van Ness	499/5
2822 Van Ness	499/6
2900 Van Ness	478/11
2918 Van Ness	478/11D
659 Turk	763/13
664-72 Turk	742/4
755 Eddy	742/10
857 Ellis	739/12
864 Ellis	718/10
854 Ellis	718/9
840-50 Ellis	718/8
820-38 Ellis	718/6
925 O'Farrell	718/20
935 O'Farrell	718/19
951 O'Farrell	718/14
963 O'Farrell	718/17
1062 Geary	694/9A
1054-60 Geary	694/9
1040-52 Geary	694/8
1034-36 Geary	694/7
1028-30 Geary	694/6
1020 Geary	694/5
1105 Post or 1047 Polk	694/1
1045 Polk	694/2
1031 Polk	694/3
1115 Post	694/19
1133 Post	694/17
1143 Post	694/15
1151 Post	694/14
1153-57 Post	694/13
1159-63 Post	694/12
1217 Sutter	691/12A
1219 Sutter	691/12
1240 Sutter	670/11
1441 Bush	670/23
1445 Bush	670/22
1455-65 Bush	670/20
1452 Bush	667/8
1430-42 Bush	667/5
1533 Pine	667/14
1522 Bush	666/6
1540 Bush	666/6A
1565 Bush	671/7

WESTERN SHORELINE

WESTERN SHORELINE



AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

SAN FRANCISCO MASTER PLAN

WESTERN SHORELINE

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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WESTERN SHORELINE

INTRODUCTION

The conservation of the California coast has always been of interest and concern to San Francisco. From the early years of the city's history, the coastal beach and cliff areas have been an important recreational and natural resource to the people of San Francisco and the Bay Area. There has always been an intense interest among the city's citizens in maintaining the area for the use and enjoyment of the public. This position was underscored by the enthusiastic participation of the City in establishing the Golden Gate National Recreation Area and the overwhelming voter support for Proposition 20 in 1972 which led to the passage of the Coastal Act of 1976. Pursuant to that act San Francisco prepared a Local Coastal Program adopted by the City Planning Commission, and the Board of Supervisors, and certified by the California Coastal Commission on April 26, 1984.

The City Planning Commission is responsible for adopting and maintaining a comprehensive long-term general plan for future development of the City and County of San Francisco known as the Master Plan. The Plan is divided into a number of functional elements, including Urban Design, Residence, Recreation and Open Space, Commerce and Industry, Environmental Protection, Transportation, and a number of subarea plans, including the Civic Center Plan, Northeastern Waterfront Plan and the Central Waterfront Plan.

The policies of the Local Coastal Program, together with the addition of summary objectives to the various section headings to make it compatible with other area plans, are being incorporated in the City's Master Plan, as an area plan under the title Western Shoreline Plan.

The San Francisco Coastal Zone extends approximately 6 miles along the western shoreline from the Fort Funston cliff area in the south to the Point Lobos recreational area in the north. The south end of the Coastal Zone includes the Lake Merced area, the Zoo, the Olympic Country Club, and the seashore and bluff area of Fort Funston. The Coastal Zone spans the Ocean Beach shoreline and includes Golden Gate Park west of Fortieth Avenue, the Great Highway corridor and the adjacent residential blocks in the Sunset and Richmond districts. The north end of the seashore includes the Cliff House and Sutro Baths area, Sutro Heights Park, and Point Lobos recreational area.

Most of the San Francisco western shoreline is publicly owned. Golden Gate Park, the Zoo, and Lake Merced contain 60% of the 1,771 acres which comprise the Coastal Zone area. Another 25% of the Coastal Zone is within the Golden Gate National Recreation Area (GGNRA). Only 14% of the land is privately owned, and 9% of this land is within the Olympic Country Club area. The remainder 5% is private residential and commercial property which fronts or lies in close proximity to the seashore.

The Coastal Zone is the area shown on map 1.

The area covered by the Western Shoreline Plan is divided into ten subareas as listed below and shown on Map 2.

- The Great Highway
- Golden Gate Park
- The Zoo
- Lake Merced
- Ocean Beach
- Sutro Heights Park
- Cliff House Sutro Baths
- Fort Funston
- Olympic Country Club
- Richmond and Sunset Residential Neighborhoods

The Plan consists of transportation policies for the entire Coastal Zone and of specific policies relating to the ten subareas.

OBJECTIVES AND POLICIES

TRANSPORTATION

OBJECTIVE 1

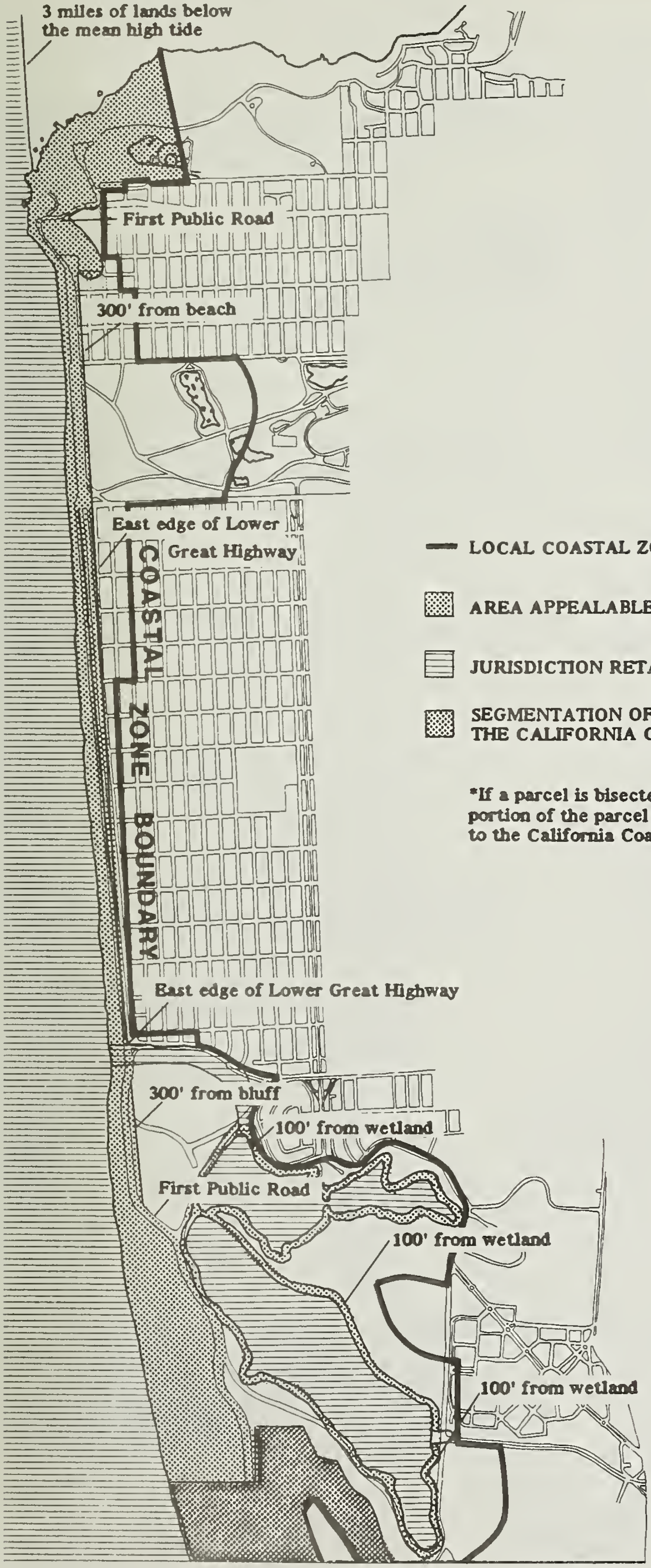
IMPROVE PUBLIC TRANSIT ACCESS TO THE COAST.

POLICY 1

Improve crosstown public transit connections to the coastal area, specifically Ocean Beach, the Zoo and the Cliff House.

POLICY 2

Provide transit connections amongst the important coastal recreational destinations.


3 miles of lands below the mean high tide
First Public Road
300' from beach
East edge of Lower Great Highway
COASTAL ZONE BOUNDARY
East edge of Lower Great Highway
300' from bluff
100' from wetland
First Public Road
100' from wetland
100' from wetland

— LOCAL COASTAL ZONE PERMIT AREA

▨ AREA APPEALABLE TO THE CALIFORNIA COASTAL COMMISSION*

▤ JURISDICTION RETAINED BY THE CALIFORNIA COASTAL COMMISSION

▩ SEGMENTATION OF OLYMPIC COUNTRY CLUB AREA BY THE CALIFORNIA COASTAL COMMISSION

*If a parcel is bisected by the appeal area boundary, only that portion of the parcel within the appeal area is subject to appeal to the California Coastal Commission.

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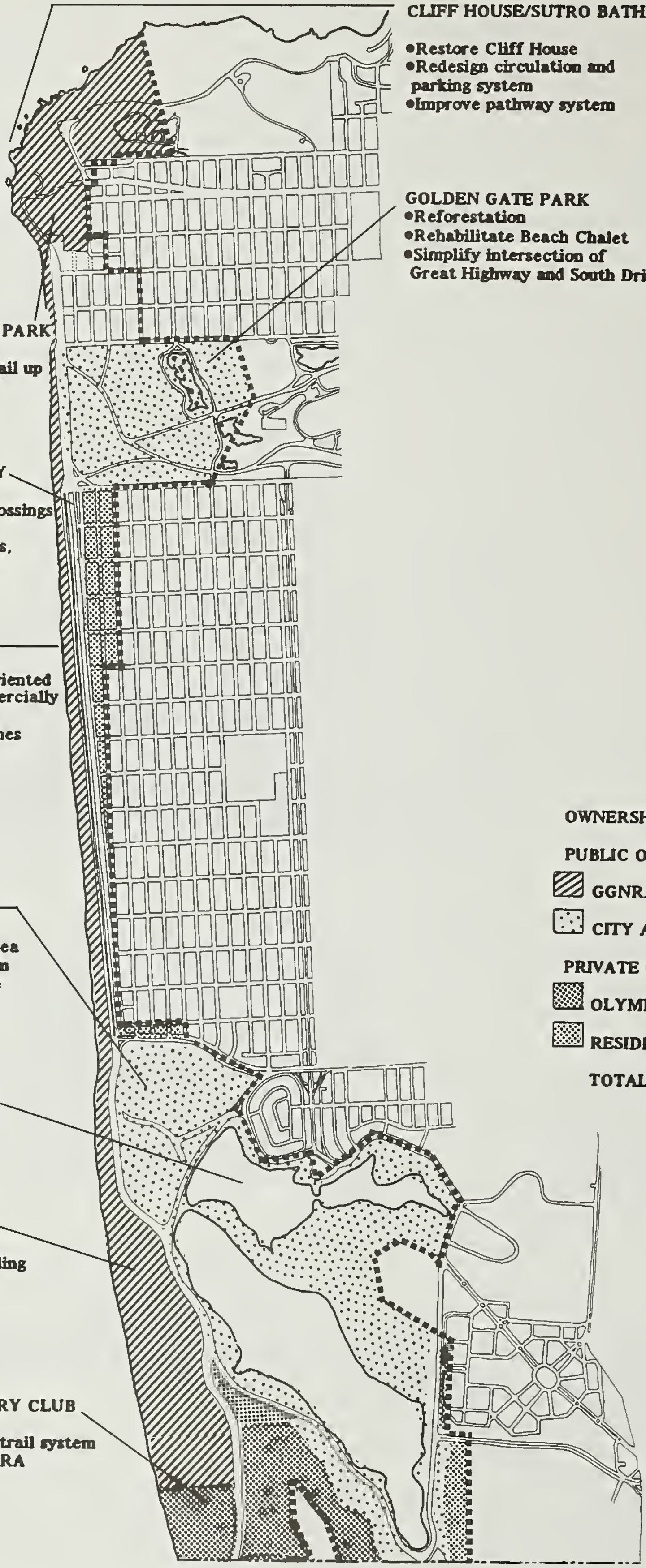
COASTAL ZONE AREA

Map 1



CLIFF HOUSE/SUTRO BATHS

- Restore Cliff House
- Redesign circulation and parking system
- Improve pathway system

GOLDEN GATE PARK

- Reforestation
- Rehabilitate Beach Chalet
- Simplify intersection of Great Highway and South Drive

SUTRO HEIGHTS PARK

- Provide a new trail up south slope

GREAT HIGHWAY

- Provide grade crossings with signals, walkways, and landscaping

OCEAN BEACH

- Provide visitor oriented services at commercially zoned areas
- Stabilize sand dunes

ZOO

- Expand display area
- Provide wind berm
- Enhance entrance

LAKE MERCED

- Phase out police pistol range

FORT FUNSTON

- Regulate hanggliding

OLYMPIC COUNTRY CLUB

- Consolidate bluff trail system
- Easement to GGNRA

OWNERSHIP PATTERNS

PUBLIC OWNERSHIP

▨ GGNRA

░ CITY AND COUNTY OF SAN FRANCISCO

PRIVATE OWNERSHIP

▩ OLYMPIC COUNTRY CLUB

▦ RESIDENTIAL AND COMMERCIAL

TOTAL ACRES 1711

↑

WESTERN SHORELINE PLAN

Map 2

POLICY 3

Connect local transit routes with regional transit, including BART, Golden Gate Transit, and the Golden Gate National Recreation Transit.

POLICY 4

Provide incentives for transit usage.

POLICY 5

Consolidate the Municipal Railway turnaround at the former Playland-at-the-Beach site.

POLICY 6

Provide transit shelters at the beach for transit patrons.

THE GREAT HIGHWAY

OBJECTIVE 2

REDESIGN THE GREAT HIGHWAY TO ENHANCE ITS SCENIC QUALITIES AND RECREATIONAL USE.

POLICY 1

Develop the Great Highway right-of-way as a four lane straight highway with recreational trails for bicycle, pedestrian, landscaping, and parking. Emphasize slow pleasure traffic and safe pedestrian access to beach.

POLICY 2

Maintain the landscaped recreational corridor adjacent to the development at the former Playland-at-the-Beach site to provide a link between Golden Gate park and Sutro Heights park.

POLICY 3

Provide for a continuation of the bicycle trail by an exclusive bicycle lane on public streets between the Great Highway and Point Lobos.

POLICY 4

Improve public access to Ocean Beach from Golden Gate Park by providing a landscaped bridge over vehicular underpass, if funds are not available improve public access by providing grade crossings with signals, walkways, lighting and landscaping.

POLICY 5

Locate parking for users of Ocean Beach and other coastal recreational areas so that the Great Highway need not be crossed. Provide limited parking east of the highway for park use. Design parking to afford maximum protection to the dune ecosystem.

POLICY 6

Provide permanent parking for normal use required by beach users in the Great Highway corridor (taking into account the increased accessibility by transit); provide multiple use areas which could be used for parking at peak times, but could be used for recreational uses when not needed for parking.

POLICY 7

Improve pedestrian safety by providing clearly marked crossings and installing signalization.

POLICY 8

Enhance personal safety by lighting parking areas and pedestrian crossings.

POLICY 9

Improve public access to Ocean Beach south of Lincoln Avenue by providing grade crossing with signals and walkways at every other block.

GOLDEN GATE PARK

OBJECTIVE 3

ENHANCE THE RECREATIONAL CONNECTION BETWEEN GOLDEN GATE PARK AND THE BEACH FRONTAGE.

POLICY 1

Strengthen the visual and physical connection between the park and beach. Emphasize the naturalistic landscape qualities of the western end of the park for visitor use. When possible eliminate the Richmond-Sunset sewer treatment facilities.

POLICY 2

Continue to implement a long-term reforestation program at the western portion of the park.

POLICY 3

Develop and periodically revise a Master Plan for Golden Gate Park to include specific policies for the maintenance and improvement of recreational access in the western portion of the park.

POLICY 4

Rehabilitate the Beach Chalet for increased visitor use.

THE ZOO

OBJECTIVE 4

IMPROVE THE QUALITY OF THE ZOO AND ITS RELATIONSHIP TO THE COASTAL ZONE RECREATIONAL SYSTEM.

POLICY 1

Maintain the landscaped park-like atmosphere of the Zoo.

POLICY 2

Enhance visitor interest in the Zoo by pursuing a specific Zoo Master Plan for modernization and improvement of Zoo facilities and enhancement of the animal collection.

POLICY 3

Allow location of a sewage treatment plant and a pump station to serve the western area of San Francisco on Zoo property. Locate and design the facilities to maximize their joint use by the Zoo.

SAN FRANCISCO ZOO

POLICY 4

Expand the existing Zoo area west toward the Great Highway and south toward Skyline Boulevard.

POLICY 5

Provide a wind berm along the Great Highway for protection and public viewing of Ocean Beach and the Pacific Ocean.

POLICY 6

Enhance the entrance to the Zoo by providing visitor amenities at the northwest corner.

POLICY 7

Provide parking near the entrance to the Zoo for those visitors who cannot reasonably use public transportation.

POLICY 8

Provide for the reasonable expansion of the Recreation Center for the Handicapped for recreation purposes. Accommodate that expansion in a way that will not inhibit the development of either the Zoo or the treatment plant.

LAKE MERCED

OBJECTIVE 5

PRESERVE THE RECREATIONAL AND NATURAL HABITAT OF LAKE MERCED.

POLICY 1

Preserve in a safe, attractive and usable condition the recreational facilities, passive activities, playgrounds and vistas of Lake Merced area for the enjoyment of citizens and visitors to the city.

POLICY 2

Maintain a recreational pathway around the lake designed for multiple use.

POLICY 3

Allow only those activities in Lake Merced area which will not threaten the quality of the water as a standby reservoir for emergency use.

POLICY 4

As it becomes obsolete, replace the police pistol range on the southerly side of South Lake with recreational facilities.

OCEAN BEACH

OBJECTIVE 6

MAINTAIN AND ENHANCE THE RECREATIONAL USE OF SAN FRANCISCO'S OCEAN BEACH SHORELINE.

POLICY 1

Continue Ocean Beach as a natural beach area for public recreation.

POLICY 2

Improve and stabilize the sand dunes where necessary with natural materials to control erosion.

POLICY 3

Keep the natural appearance of the beach and maximize its usefulness by maintaining the beach in a state free of litter and debris.

POLICY 4

Maintain and improve the physical condition and appearance of the Esplanade between Lincoln Way and the Cliff House.

POLICY 5

Enhance the enjoyment of visitors to Ocean Beach by providing convenient visitor-oriented services, including take-out food facilities.

POLICY 6

Extend the seawall promenade south to Sloat Boulevard as funds become available.

SUTRO HEIGHTS PARK

OBJECTIVE 7

PRESERVE AND RESTORE SUTRO HEIGHTS PARK.

POLICY 1

Continue the use of Sutro Heights Park as a park, preserve its natural features, and retain its quiet neighborhood orientation.

POLICY 2

Restore elements of the historic garden and landscaping and include minor interpretive displays and seating areas.

POLICY 3

Improve access between Golden Gate Park and Sutro Heights Park by providing a new trail system up the south slope of Sutro Heights Park within the La Playa Street right-of-way for equestrians, pedestrians and joggers.

POLICY 4

Protect the natural bluffs below Sutro Heights Park. Keep the hillside undeveloped in order to protect the hilltop landform, and maintain views to and from the park. Acquire the former Playland-at-the-Beach site north of Balboa if funds become available.

CLIFF HOUSE - SUTRO BATHS

OBJECTIVE 8

MAINTAIN THE VISITOR ATTRACTIVENESS OF THE CLIFF HOUSE AND SUTRO BATH COMPLEX.

POLICY 1

Develop the Cliff House/Sutro Bath area as a nature-oriented shoreline park. Permit limited commercial-recreation uses if public ownership is retained and if development is carefully controlled to preserve the natural characteristics of the site.

POLICY 2

Restore the Cliff House to its 1909 appearance or, if financially feasible, to an accurate replica of the original 1890 structure.

POLICY 3

Insure hiker safety by providing a clearly marked and well maintained pathway system.

POLICY 4

Redesign parking and vehicular circulation in the area to relieve congestion and provide for the safety of pedestrians crossing Point Lobos.

POLICY 5

To increase visitor enjoyment, mitigate the noise and air pollution caused by tour buses by relocating bus waiting areas.

FORT FUNSTON

OBJECTIVE 9

CONSERVE THE NATURAL CLIFF ENVIRONMENT ALONG FORT FUNSTON.

POLICY 1

Maximize the natural qualities of Fort Funston. Conserve the ecology of entire Fort and develop recreational uses which will have only minimal effect on the natural environment.

POLICY 2

Permit hanggliding but regulate it so that it does not significantly conflict with other recreational and more passive uses and does not impact the natural quality of the area.

OLYMPIC COUNTRY CLUB

OBJECTIVE 10

RETAIN THE OPEN SPACE QUALITY OF THE OLYMPIC COUNTRY CLUB AREA.

POLICY 1

If the private golf course use is discontinued, acquire the area for public recreation and open space, if feasible.

POLICY 2

Maintain the existing public easement along the beach. Encourage the granting of an additional easement by the Olympic Country Club to the National Park Service for public use and maintenance of the sensitive bluff area west of Skyline Boulevard as part of the Golden Gate National Recreation Area.

POLICY 3

Protect the stability of the westerly bluffs by consolidating the informal trails along the bluff area into a formal trail system which would be clearly marked. Coordinate the lateral trail system along the bluff with the San Mateo trail system south of the San Francisco boundary.

RICHMOND AND SUNSET RESIDENTIAL NEIGHBORHOODS

OBJECTIVE 11

PRESERVE THE SCALE OF RESIDENTIAL AND COMMERCIAL DEVELOPMENT ALONG THE COASTAL ZONE AREA.

POLICY 1

Preserve the scale and character of existing residential neighborhoods by setting allowable densities at the density generally prevailing in the area and regulating new development so its appearance is compatible with adjacent buildings.

POLICY 2

Develop the former Playland-at-the-Beach site as a moderate density residential apartment development with neighborhood commercial uses to serve the residential community and, to a limited extent, visitors to the Golden Gate National Recreation Area.

POLICY 3

Continue the enforcement of citywide housing policies, ordinances and standards regarding the provision of safe and convenient housing to residents of all income levels, especially low- and moderate-income people.

POLICY 4

Strive to increase the amount of housing units citywide, especially units for low- and moderate-income people.

POLICY 5

Work with federal and state funding agencies to acquire subsidy assistance for private developers for the provision of low- and moderate-income units.

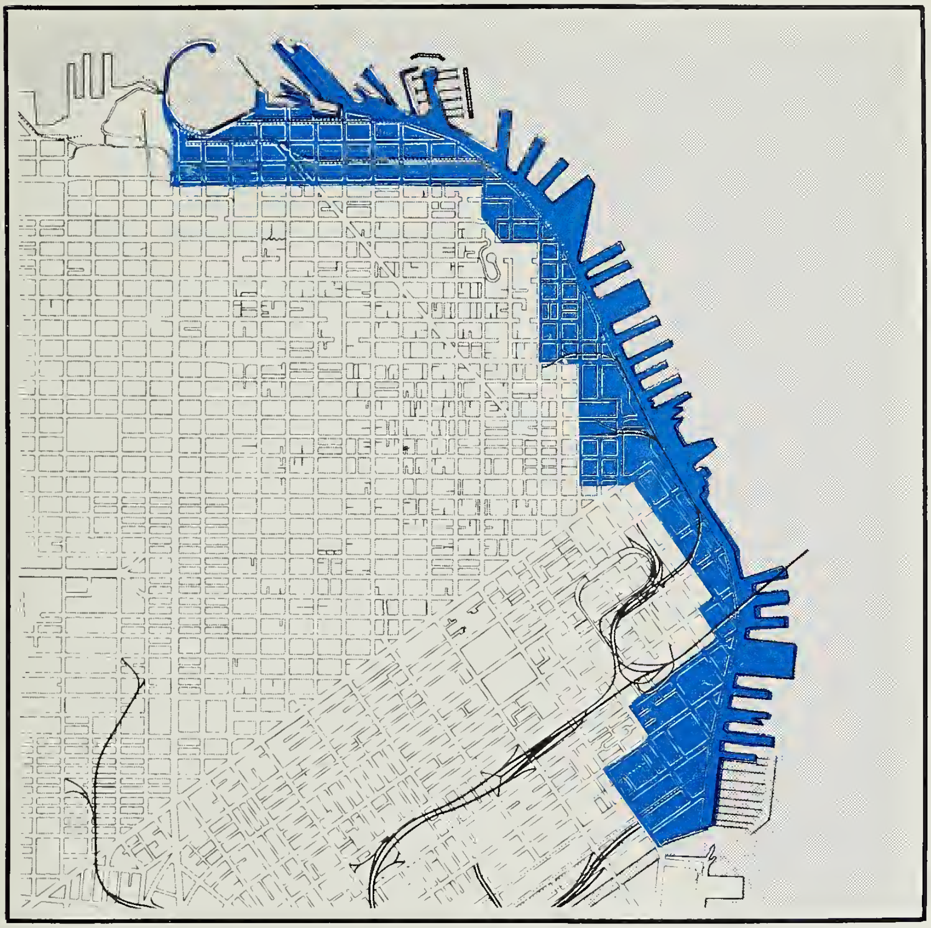
POLICY 6

Protect the neighborhood environment of the Richmond and Sunset residential areas from the traffic and visitor impacts from the public using adjacent recreation and open space areas.

POLICY 7

Maintain a community business district along Sloat Boulevard within the Coastal Zone to provide goods and services to residents of the outer Sunset and visitors to the Zoo and Ocean Beach.

NORTHEASTERN WATERFRONT



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NORTHEASTERN WATERFRONT

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NORTHEASTERN WATERFRONT

INTRODUCTION

Background

San Francisco is a compact city, surrounded on three sides by the Pacific Ocean and San Francisco Bay. From the beginning, the waterfront has played an intimate role in the City's industrial, commercial, and recreational life.

Although San Francisco Bay was discovered by the Spaniards in 1775, it was not until the 1849 gold rush that the region had its first wave of population growth. The focus of the growth was in the area adjacent to the Bay where deep and protected waters provided a natural harbor. This area is now the Northeastern Waterfront and includes Fisherman's Wharf to China Basin. Much of this area was developed on Bay fill as the original shoreline skirted the base of what are known as Telegraph, Rincon, and Potrero Hills.

During these early days, the waterfront was a lively part of town, busy with sailors and those hoping to earn their fortunes in the gold fields. City dwellers would stroll along the waterfront and enjoy the marvelous view of the Port and the Bay. The nearby hillsides were the sites of the earliest settlements and later became fashionable neighborhoods.

Through World War II, the waterfront retained its image of a thriving port and center of the City's economic vitality. The Ferry Building, located at the foot of Market Street, became a landmark structure symbolic of the City's ties with the Bay Area and the World. The western half of San Francisco's waterfront, from Aquatic Park, west to the Presidio and south along Ocean Beach to the County line was developed for military and recreational use and in recent years has become part of the magnificent Golden Gate National Recreational Area.

With the passage of time, however, the Northeastern Waterfront became increasingly separated from the rest of the City and began to decline in activity. The completion of the Bay Bridge in the 1930's foreshadowed the end of the Trans-Bay ferry service and diminished the role of the Ferry Building. Today, major portions of the waterfront are traversed by freeways and inundated with parking lots creating visual and physical barriers to the Bay and impeding the revitalization of this part of the City. Changes in transportation technology related to the movement of goods by water also contributed to the decline of the waterfront. The placement of cargo in standardized containers has resulted in dramatic shifts in maritime transportation patterns. Containerization has shifted the emphasis from the traditional breakbulk method of cargo handling, for which the Port's finger piers were designed, and has created the need for large modern facilities requiring considerable capital investment and backland support areas.

Although the Port of San Francisco was, at the end of World War II, the largest port in the region, the Port of Oakland was first to develop containerized facilities. Oakland had the advantage of large, undeveloped flat land necessary for the storage of containers as well as better rail and highway connections to eastern markets. Today, portions of San Francisco's Northeastern Waterfront continue to be used for break-bulk cargo handling, ship repair, and related activities; however, some of the piers are vacant and dilapidated and some of the land is underutilized.

The Port's maritime development strategy calls for the maintenance of existing viable maritime functions in the Northeastern Waterfront and the consolidation and expansion of new maritime and industrial development in the Central and Southern Waterfront south of China Basin for efficiency of operations, availability of adequate backland, and landside transportation advantages.

While there is substantial demand for a variety of uses on the Northeastern Waterfront, the type and magnitude of new uses should not reflect what is possible, but rather, what is desirable from the broadest public interest point of view. Although growth continues in office employment, particularly in the areas of services and finance, the ability of the City to maintain and attract new blue collar jobs has become increasingly difficult. The problem is worsened by high costs of land, lack of available area suitable for industrial expansion, and traffic congestion on major travel corridors. In addition to office, industrial, and shipping activities, a substantial portion of the City's economy is related to tourism. Hotel, restaurant and retail uses are large employers, particularly of the minority population. Although there is a demand for additional tourist-related development, it must be carefully balanced against the need for recreation, open space, and new housing on the Northeastern Waterfront and the community desire not to replicate or compete with other tourist areas in the City.

The Future of the Northeastern Waterfront

The Northeastern Waterfront Plan reçommends objectives and policies designed to contribute to the waterfront's environmental quality, enhance the economic vitality of the Port and the City, preserve the unique maritime character, and provide for the maximum feasible visual and physical access to and along the Bay.

In the Northeastern Waterfront in areas where piers are sound, shipping and related maritime uses will be maintained and expanded. On lands no longer needed for

maritime purposes, the predominant uses will be open space and water-oriented public recreation. On inland areas, the predominant uses will be residential and office development. The waterfront would be re-integrated with the fabric of the City. Barriers to the waterfront from inland areas, including the Embarcadero Freeway, parking under it and on open piers would be removed. The Embarcadero roadway would become a landscaped waterfront boulevard, linking the Northeastern Waterfront with other portions of the shoreline. A rail transit system would run along the Embarcadero reducing the need for auto travel and on-site parking. Pedestrian and bicycle ways would connect recreational areas with community facilities, historic and architecturally significant buildings, residential areas, and employment centers. An authentic maritime character and strong sense of historic continuity combined with increased visibility of the natural attributes of the Bay would reinforce the special identity of the area.

To achieve these goals, the Plan recommends general objectives and policies for Land Use, Transportation, and Urban Design and recommends specific objectives and policies for five geographic subareas: Fisherman's Wharf (which extends from the Municipal Pier at Van Ness Avenue to Pier 35); the Base of Telegraph Hill (Pier 35 through Pier 9); the Ferry Building Area (Pier 7 through Pier 24); the North China Basin Area (Pier 26 through Pier 46); and the Embarcadero Corridor which extends along the right-of-way of the Embarcadero from north to south and intersects the four other subareas.

Fisherman's Wharf Area
(Municipal Pier to Pier 35)

Fisherman's Wharf contains portions of the Golden Gate Recreation Area at Aquatic Park, hotels, restaurants and specialty shops, the reuse of historic buildings for major commercial centers at Ghirardelli Square and the Cannery, Fish Alley and the berthing basin for what remains of the commercial fishing fleet and the recent Pier 39 development. Policies for Fisherman's Wharf include a new breakwater in the vicinity of Hyde Street to protect the fishing basin and enable the fishing fleet to expand, limitations on the amount and type of new commercial recreational development that may occur, and transit and parking improvements to upgrade circulation and reduce congestion.

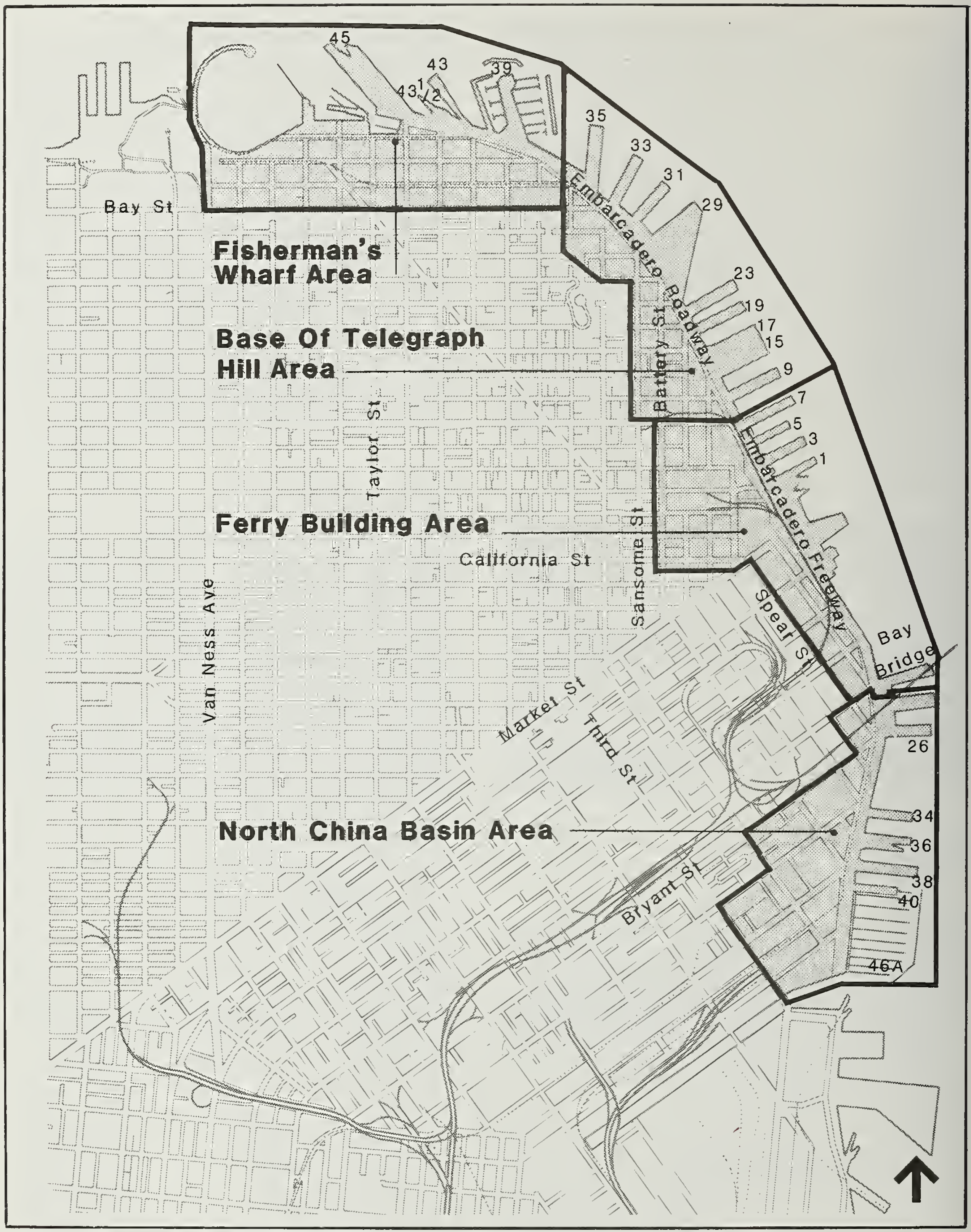
The Base of Telegraph Hill Area
(Piers 35 through 9)

This subarea is characterized by finger piers in break-bulk and cargo-handling uses, and offices, showrooms and warehousing on inland sites. Plan policies call for the continued and enhanced maritime use of Piers 35 through 9 and the refurbishing of Pier 35 as the City's passenger terminal. Inland of the Embarcadero, residential, office and open space uses would be encouraged and buildings of architectural or historic merit preserved. The surface Embarcadero roadway would be improved as a waterfront boulevard extending from Fisherman's Wharf to China Basin with widened sidewalks, truck access areas for the maritime piers, and a right-of-way for the "E" Embarcadero street car line.

The Ferry Building Area
(Piers 7 through 24)

Included in this subarea are the Golden Gateway and Embarcadero Center developments, other high rise office structures, the Ferry Building, and the elevated Embarcadero Freeway. Contrary to previous proposals for extensive bay fill, the Plan calls for open water as a relief to the intensely developed downtown and to ensure the continued prominence of the Ferry Building and its tower. The Ferry Building would be re-established as a major transit center, the eastern terminus to Market Street, and a major entryway to the City from the water. Historic ships would be moored in this area and pleasure boats would tie up to colorful buoys. The elevated Embarcadero Freeway would be removed and a simple, elegant promenade would link Pier 7 to Pier 24. It would maintain a visual corridor along the water's edge and create a variety of water edge experiences. In the Pier 7 and 3 area, a public recreation pier next to open water would be built in contrast to the mixture of commercial recreation and office activities in the redeveloped Ferry Building.

South of the Ferry Building, in the Howard to Harrison Street area, a mixed use activity center would be created, bringing new life to an area that for many years has been cut off from the City by the Embarcadero Freeway and the Bay Bridge. The activity center would be comprised of a major water-related, soft surface public park, with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Battery St
Taylor St
Embarcadero Freeway
California St
Sansome St
Spear St
Van Ness Ave
Market St
Third St
Bryant St
Bay Bridge
Fisherman's Wharf Area
Base Of Telegraph Hill Area
Ferry Building Area
North China Basin Area

NORTHEASTERN WATERFRONT
Planning Area

Map 1

a "Tavern-on-the-Green" type of restaurant in the park north of Folsom Street, and public access and fishing areas on Pier 24 with dramatic views to the city skyline and out to the Bay. In addition, a terraced European-style hotel inland of the park across the re-routed Embarcadero roadway would ensure both day and nighttime activities for the area.

North China Basin Area
(Piers 26 through 46)

South of the Bay Bridge, Piers 26-38 would continue in break-bulk cargo handling and related shipping activities. Piers 42-46A and a portion of Pier 40, which are presently almost vacant and in unsound condition, would be removed and the area developed as a full service marina and small boat harbor. Inland of the harbor, a large waterfront park with dramatic views would be provided.

On inland areas, viable warehousing, industrial uses and historic structures would be retained and a mixed-income residential community with open spaces and support services would be built where vacant or underutilized property presently exists. The new community would focus on the historic Oriental Warehouse, which would be adaptively reused for a community center and commercial purposes. Walkways and bicycle paths combined with small plazas would connect the new residences to waterfront activities and other portions of the City. The new community would be characterized by high density, low to mid-rise structures, re-creating the fine-grained fabric of San Francisco neighborhoods and would take advantage of proximity to the Downtown, a desirable microclimate, amenity value of the Bay, and would help satisfy San Francisco's need for new housing.

Embarcadero Corridor

Policies for this subarea are intended to facilitate the movement of people and goods, improve environmental quality, enhance physical and visual access to the shoreline and contribute to the continued vitality of the waterfront by eliminating the blighting influence of the elevated freeway. Recommendations include the freeway's removal from Broadway back to the Main and Beale Street off-ramps, the improvement of the Embarcadero as a waterfront boulevard, the creation of a historic rail transit line to serve commuter and recreational users, the continuation of service to maritime activities by the Belt Freight Rail Line, and, changes in the manner in which parking should serve the waterfront and downtown areas.

GOALS

The overall goal of the Plan is to create a physical and economic environment in the Northeastern Waterfront area which will use the area's resources and potential in the manner which will best serve the needs of the San Francisco community. In order to accomplish this goal, the dominant planning principles of this Plan are: (1) provide for those uses which positively contribute to the environmental quality of the area and contribute to the economic health of the Port and the city, (2) preserve and enhance the unique character of the area, and take advantage of the unique economic opportunity provided by San Francisco Bay, and (3) provide the maximum possible visual and physical access to San Francisco Bay while minimizing the adverse environmental impacts of existing and new activity.

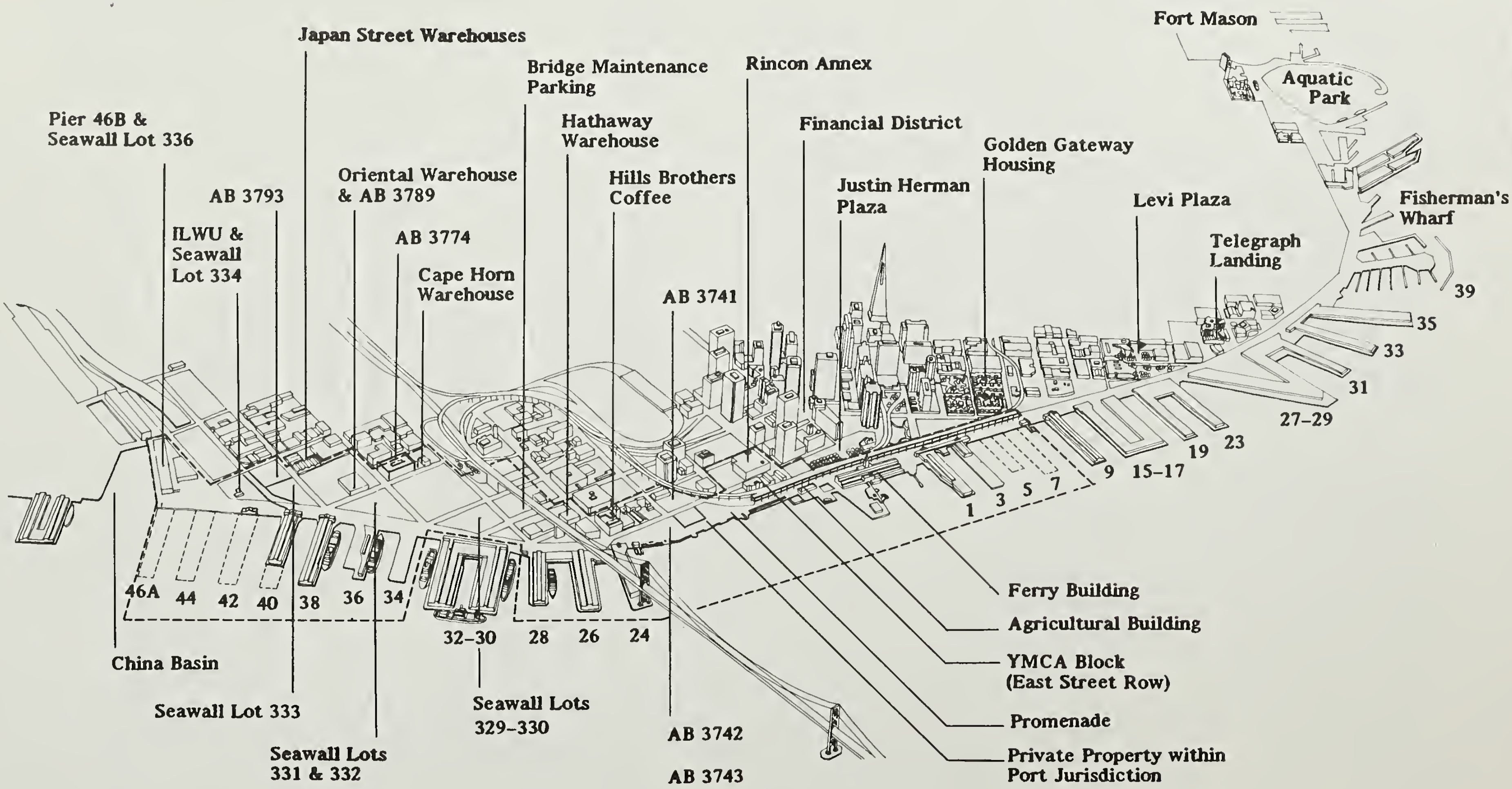
OBJECTIVES AND POLICIES

LAND USE

GENERAL

OBJECTIVE 1

TO DEVELOP AND MAINTAIN ACTIVITIES THAT WILL CONTRIBUTE SIGNIFICANTLY TO THE CITY'S ECONOMIC VITALITY AND PROVIDE ADDITIONAL ACTIVITIES WHICH STRENGTHEN THE PREDOMINANT USES IN EACH SUB-AREA OF THE NORTHEASTERN WATERFRONT, WHILE LIMITING THE CONCENTRATION TO PRESERVE THE ENVIRONMENTAL QUALITY OF THE AREA.


Fort Mason
Aquatic Park
Fisherman's Wharf
39
35
33
31
27–29
23
19
15–17
9
7
5
3
1
Telegraph Landing
Levi Plaza
Golden Gateway Housing
Justin Herman Plaza
Financial District
Rincon Annex
AB 3741
Hills Brothers Coffee
Hathaway Warehouse
Bridge Maintenance Parking
Cape Horn Warehouse
AB 3774
Oriental Warehouse & AB 3789
Japan Street Warehouses
AB 3793
ILWU & Seawall Lot 334
Pier 46B & Seawall Lot 336
46A
44
42
40
38
36
34
32–30
28
26
24
China Basin
Seawall Lot 333
Seawall Lots 331 & 332
Seawall Lots 329–330
AB 3742
AB 3743
Ferry Building
Agricultural Building
YMCA Block (East Street Row)
Promenade
Private Property within Port Jurisdiction

NORTHEASTERN WATERFRONT

POLICY 1

Accommodate where appropriate, additional activities which will strengthen the predominant economic functions of each subarea of the Northeastern Waterfront.

POLICY 2

Consistent with other policies of this Plan, encourage uses on Port property which return revenue to the Port to support and improve its facilities.

OBJECTIVE 2

TO DIVERSIFY USES IN THE NORTHEASTERN WATERFRONT TO EXPAND THE PERIOD OF USE OF EACH SUB-AREA AND TO PROMOTE MAXIMUM PUBLIC USE OF THE WATERFRONT WHILE ENHANCING ITS ENVIRONMENTAL QUALITY.

POLICY 1

Limit additional uses which generate a concentration of activity during the same peak periods, in areas which are heavily impacted with such uses.

POLICY 2

Diversify activities to encourage the use of the Northeastern Waterfront by a broad spectrum of the population.

POLICY 3

Encourage land uses having different peak periods of activity within each subarea of the Northeastern Waterfront to contribute to the area's diversity, to expand the period of use, to decrease peak period traffic congestion, to facilitate efficient use of the transit system and to preserve and enhance the environmental quality of the waterfront.

POLICY 4

Give priority to the development of public open space in any non-maritime development adjacent to, or over, the water.

POLICY 5

Emphasize water-related recreation, Bay-oriented commercial recreation and Bay-oriented public assembly uses in non-maritime development adjacent to, or over, the water.

MARITIME AND INDUSTRIAL

OBJECTIVE 3

TO RETAIN AND ENHANCE MARITIME ACTIVITIES, RESERVING AS MUCH OF THE NORTHEASTERN WATERFRONT AS IS REALISTICALLY REQUIRED FOR FUTURE MARITIME USE, AND PROVIDING FOR EFFICIENT OPERATION OF PORT ACTIVITIES.

POLICY 1

Give priority to maritime activities recognizing that the waterfront available for such activities is a limited resource and that maritime activities are vital to the City's economy. Based on a realistic assessment of the maritime needs of the Port, reserve the necessary waterfront area by prohibiting activities which would preclude possible future maritime development.

POLICY 2

Continue maritime activities on Piers 35 through 9, Piers 26 through 38 and Pier 46B for as long as practical. When and if it is determined that those piers are not needed for maritime use, improvement plans should be adopted for each area and appropriate amendments made in this Plan.

POLICY 3

Incorporate into the development of transportation facilities, features which will facilitate the efficient movement of goods between the maritime piers and the regional transportation system.

POLICY 4

Encourage the retention and expansion of the commercial fishing and related industries in Fisherman's Wharf.

OBJECTIVE 4

TO RETAIN ECONOMICALLY VIABLE INDUSTRIAL ACTIVITY IN THE NORTHEASTERN WATERFRONT.

POLICY 1

Encourage the retention of industries which reinforce the Port's maritime operations, either through providing services or through using the Port's facilities for its shipping needs.

POLICY 2

Encourage the retention of viable industries which provide significant revenues, job opportunities or services to the City.

POLICY 3

Assist in the relocation within San Francisco of industries which are forced to move by market conditions or public action.

COMMERCIAL

OBJECTIVE 5

TO DEVELOP LIMITED ADDITIONAL OFFICE AND COMMERCIAL SPACE IN ORDER TO SERVE THE CITY'S ECONOMIC NEEDS AND TO ENCOURAGE A MIXTURE OF USES AND ACTIVITIES ALONG THE NORTHEASTERN WATERFRONT.

POLICY 1

Except on new or replacement fill, permit additional office space development adjacent to the Downtown Office District which complements the downtown but which is of a lesser intensity and which reflects the transition between the City and the water.

POLICY 2

Encourage service retail uses in combination with other uses.

POLICY 3

Limit general and specialty retail uses in combination with other uses, to that which will not significantly detract from the Downtown Retail District.

POLICY 4

Permit additional hotel space in locations which would enhance the mixture of uses. In areas where hotels are already concentrated, additional such facilities should be limited and should only be provided in combination with other uses.

POLICY 5

Encourage limited additional Bay-oriented commercial recreation and public assembly uses inland of the seawall.

RESIDENTIAL

OBJECTIVE 6

TO DEVELOP AND MAINTAIN RESIDENTIAL USES ALONG THE NORTHEASTERN WATERFRONT IN ORDER TO ASSIST IN SATISFYING THE CITY'S HOUSING NEEDS AND CAPITALIZE ON THE AREA'S POTENTIAL AS A DESIRABLE LIVING ENVIRONMENT.

POLICY 1

Strengthen, preserve and protect existing residential uses.

POLICY 2

Encourage the development of additional housing wherever feasible (except on new or replacement fill), consistent with maximum maritime development.

POLICY 3

Preserve and expand the supply of low and moderate income housing and encourage the economic integration of housing.

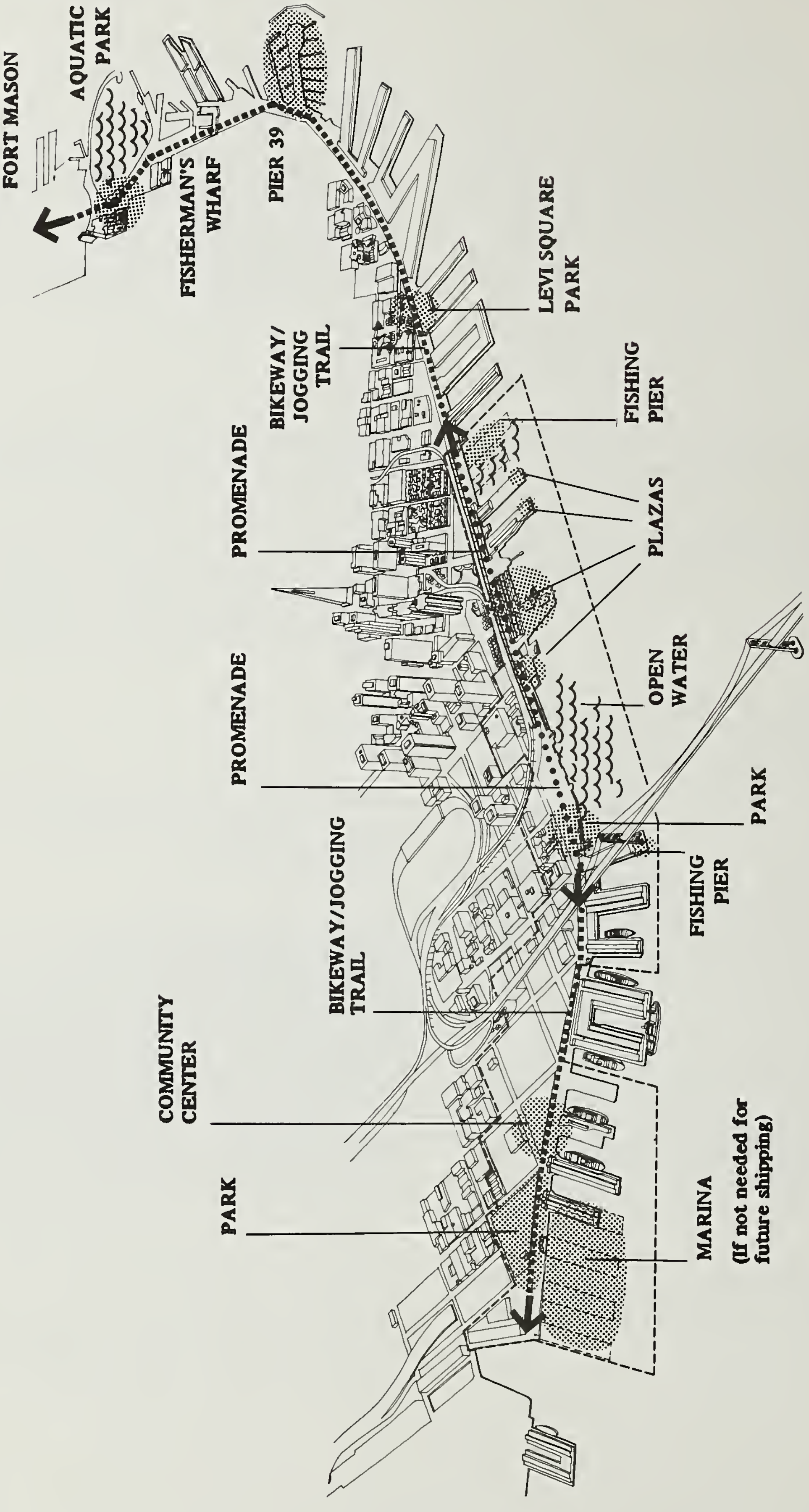
POLICY 4

Encourage the development of a variety of unit types for households of all sizes where practical.

RECREATION AND OPEN SPACE

OBJECTIVE 7

TO STRENGTHEN AND EXPAND THE RECREATION CHARACTER OF THE NORTHEASTERN WATERFRONT AND TO DEVELOP A SYSTEM OF PUBLIC OPEN SPACES AND RECREATION FACILITIES THAT RECOGNIZES ITS RECREATIONAL POTENTIAL, PROVIDES UNITY AND


FORT MASON
AQUATIC PARK
FISHERMAN'S WHARF
PIER 39
LEVI SQUARE PARK
BIKEWAY/ JOGGING TRAIL
FISHING PIER
PROMENADE
PLAZAS
PROMENADE
OPEN WATER
PARK
FISHING PIER
BIKEWAY/JOGGING TRAIL
COMMUNITY CENTER
PARK
MARINA
(If not needed for future shipping)

PUBLIC ACCESS, RECREATION AND OPEN SPACE

Map 2

IDENTITY TO THE URBAN AREA, AND ESTABLISHES AN OVERALL WATERFRONT CHARACTER OF OPENNESS OF VIEWS, WATER AND SKY AND PUBLIC ACCESSIBILITY TO THE WATER'S EDGE.

POLICY 1

Develop recreation facilities attractive to residents and visitors of all ages and income groups.

POLICY 2

Provide a continuous system of parks, urban plazas, water related public recreation, shoreline pedestrian promenades, pedestrian walkways and street greenways throughout the entire Northeastern Waterfront.

POLICY 3

Integrate the recreation and open space facilities of the Northeastern Waterfront with those of the Golden Gate National Recreation Area.

POLICY 4

Encourage and provide open space and public recreation facilities as part of any development, to provide facilities for people residing and working in the Northeastern Waterfront and in adjoining neighborhoods.

POLICY 5

Provide overlooks and public viewing areas with convenient pedestrian access wherever possible. Every attempt should be made to provide such viewing facilities in areas of maritime and fish processing activities without interfering with the operation of those activities. Remove bulkhead buildings between piers wherever feasible in order to construct such overlooks and to open views.

POLICY 6

Require the inclusion of a substantial amount of public open space and peripheral public access to the water's edge in any non-maritime development beyond the seawall. Public access should be located at ground or platform level, but minor variations in elevation intended to enhance design of open space may be permitted. Public access should also be open to the sky, although some covering may be allowed if it serves the public areas and does not support structures. Particular attention should be given to the provision of perimeter public access along the platform edge. Other uses may extend to the platform edge subject to the following conditions: (a) Such uses should enhance the total design of the project, should serve to make the public access more interesting, and should not divert the public way along more than twenty percent (20%) of the total platform edge. (b) Deviations of the public way from the platform edge should be limited to short distances.

POLICY 7

Provide as much public open space and peripheral access as is feasible in areas of maritime activity without seriously interfering with the operation of this activity.

POLICY 8

Encourage the development of small boat marinas, in the Pier 41 to 37 area, and the Pier 40 to China Basin area. Exclude small boat marinas from the Pier 7 to 24 area, (but allow transient mooring in the Pier 14 to 24 area) and exclude small boat marinas from the Pier 26 to 38 area.

POLICY 9

Develop a continuous bicycle path along the Northeastern Waterfront, separated and protected from vehicular traffic where possible, and linked with the city-wide bicycle route system.

TRANSPORTATION

OBJECTIVE 8

TO FACILITATE THE MOVEMENT OF PEOPLE AND GOODS WITHIN THE NORTHEASTERN WATERFRONT IN SUCH A WAY AS TO MINIMIZE THE ADVERSE IMPACT OF THIS MOVEMENT.

POLICY 1

Intercept and divert as much automobile traffic as feasible away from the water's edge and areas of intense pedestrian activity in order to make conditions more pleasurable, safe, and interesting for the pedestrian, and in order to facilitate the commercial and recreational development of the area.

POLICY 2

Limit additional parking facilities in the Northeastern Waterfront and minimize the impact of this parking. Discourage long-term parking for work trips which could be accommodated by transit. Restrict additional parking to: (a) Short-term (less than four hour) parking facilities to meet needs of additional business, retail, restaurant, marina, and entertainment activities; (b) Long-term parking facilities for maritime activities, hotel and residential uses. To the extent possible, locate parking away from areas of intense pedestrian activity.

POLICY 3

Allow parking over the water for public and commercial recreation uses only if: (a) no alternative location is feasible; (b) the parking is located within a structure devoted to a permitted use and is necessary to such use or to other permitted uses in the same project area; and (c) it is the minimum amount necessary.

POLICY 4

Prohibit parking over the water for marinas in the Fisherman's Wharf through Ferry Building areas. In other areas, allow parking for marinas over water only if: (a) no alternative upland location is feasible; (b) the total fill for a marina does not exceed a land-water ratio of 1/2:1; and (c) it is the minimum necessary. Encourage loading and unloading areas adjacent to marinas to minimize the need for parking over the water.

POLICY 5

Base the determination of the amount of parking allowed for permitted uses on the desirability of reducing automobiles along the waterfront and, to the maximum extent feasible, consider the use of existing public transit and inland parking, as well as public transit and inland parking which could reasonably be provided in the future.

POLICY 6

Remove or relocate inland those existing parking facilities on or near the water's edge or within areas of intense pedestrian activity.

POLICY 7

Facilitate pedestrian access to the shoreline, including access for the handicapped, through the provision of convenient safe pedestrian crossings along The Embarcadero. Provide promenades and walkways of sufficient width to accommodate comfortably the movement of pedestrians throughout the Northeastern Waterfront.

POLICY 8

Facilitate the movement of goods into and out of the maritime piers where possible in the design of the road system.

POLICY 9

Remove the existing elevated Embarcadero Freeway.

OBJECTIVE 9

TO ACCOMMODATE THE REGIONAL MOVEMENT OF PEOPLE AND GOODS, PERMITTING THE THROUGH MOVEMENT OF TRAFFIC, ACCESS TO THE REGIONAL SYSTEM FROM THE MARITIME AND OTHER INDUSTRIAL AREAS OF THE CITY, AND FACILITATING THE MOVEMENT OF REGIONAL TRANSIT WHILE MINIMIZING THE ADVERSE IMPACT OF THIS SYSTEM ON THE NORTHEASTERN WATERFRONT AREA.

POLICY 1

To the extent feasible, accommodate regional traffic movement inland from the Northeastern Waterfront area. Abandon the planned linking of Interstate-280 with the Embarcadero Freeway. If a connection between I-280 and the Bay Bridge is mandated to accommodate the regional movement of traffic, it should be along an inland right-of-way.

POLICY 2

Prohibit any increase to the capacity of the roadway system along the shoreline to accommodate automobiles between the Bay Bridge-downtown area and the Golden Gate Bridge. Improve transit service in this corridor to encourage the reduction of automobile traffic.

POLICY 3

Minimize the impact of regional transportation movement along the Northeastern Waterfront by encouraging transit use through the addition and improvement of service and through the use, wherever possible, of exclusive rights-of-way and other types of transit preferential treatment. Prohibit ramping to and from the I-280 freeway within the area east of Third Street, except that a transit only ramp to Second Street should be provided.

POLICY 4

To the extent feasible, facilitate and expand the operation of passenger ferry systems to minimize traffic impacts.

POLICY 5

Improve transit service to, and along, the Northeastern Waterfront. Establish a transit line between the South of Market area and the Fisherman's Wharf area which would primarily make use of existing railroad tracks, including those on The Embarcadero, and which would connect to numerous other transit lines, and to a parking reservoir at the southern end.

POLICY 6

Make transfers among transit systems as easy, safe and pleasant as possible, and clearly identify loading areas and routes. In particular in the Ferry Building area, design the relationship between the ferries, BART, Muni surface and subsurface lines, and the Transbay Terminal to facilitate connections among the systems.

POLICY 7

Provide parking reservoirs near the Fourth Street ramps of the I-280 freeway for short-term parking and to replace long-term parking in the Northeastern Waterfront as well as the downtown core. Provide frequent transit service between this parking area and the downtown.

URBAN DESIGN

OBJECTIVE 10

TO DEVELOP THE FULL POTENTIAL OF THE NORTHEASTERN WATERFRONT IN ACCORD WITH THE UNUSUAL OPPORTUNITIES PRESENTED BY ITS RELATION TO THE BAY, TO THE OPERATING PORT, FISHING INDUSTRY, AND DOWNTOWN; AND TO ENHANCE ITS UNIQUE AESTHETIC QUALITIES OFFERED BY WATER, TOPOGRAPHY, VIEWS OF THE CITY AND BAY, AND ITS HISTORIC MARITIME CHARACTER.

POLICY 1

Preserve the physical form of the waterfront and reinforce San Francisco's distinctive hill form by maintaining low structures near the water, with an increase in vertical development near hills or the downtown core area.

POLICY 2

Preserve and create view corridors which can link the City and the Bay.

POLICY 3

Use continuous planting and other ground surface treatment to physically and visually link the waterfront with adjacent inland areas.

POLICY 4

In major pedestrian areas (such as the Fisherman's Wharf and Ferry Building areas), develop generally continuous ground floor retail or other pedestrian-oriented uses.

POLICY 5

Permit non-maritime development bayward of the sea wall only if the following qualifications are met:

(a) Maximum feasible public access is provide to the water's edge.

(b) Important Bay views along The Embarcadero and level inland streets are preserved and improved. Minor encroachment into the view corridors from level inland streets may be permitted under the following conditions: (1)Where the encroaching element has a distinct maritime character, is separated from the shoreline by water, and adds variety to the views along the waterfront; (2) Where minor structures (such as kiosks) are desirable to provide public amenities contributing to a continuity of interest and activity along the waterfront; and (3) Where essential maritime facilities cannot reasonably be located and designed to avoid view blockage.

POLICY 6

Retain older buildings of architectural merit or historical significance to preserve the architectural and historical character of the waterfront and ensure the compatibility of new development.

POLICY 7

Maintain the physical prominence of the Ferry Building.

POLICY 8

Prohibit new, and remove existing, general advertising signs. Assure that public and private signing contributes to the aesthetic appearance of the waterfront.

POLICY 9

Encourage the provision of street furniture which is of appropriate design to the historic maritime character of the Northeastern Waterfront.

POLICY 10

Consider retention of the arched building structures which exist at the main entrance to most piers and which add an important character to The Embarcadero. They should be retained so long as maritime uses exist behind them or when new development occurs which could incorporate these structures without disadvantage.

SPECIFIC POLICIES FOR OPEN SPACE, PUBLIC RECREATION, AND PUBLIC ACCESS

POLICY 11

Maintain and enhance existing grade level view corridors to the Bay particularly from Broadway and Folsom Streets and create new view corridors at Pacific and Howard Streets.

POLICY 12

Remove all or portions of dilapidated piers, bulkhead wharves and bulkhead buildings which cannot be used in order to improve shoreline appearance, Bay views, and access to the Bay.

POLICY 13

Remove exposed surface parking from over water, from under the Embarcadero Freeway, and along the Embarcadero roadway to improve shoreline appearance and access to the Bay.

POLICY 14

Design open spaces to maximize sun exposure, wind protection, noise buffering, and to create a sense of security.

POLICY 15

Use the type of ornamental street lights presently employed along the Embarcadero. Use double fixture lights between Pier 1 and the Agriculture Building and single fixture lights elsewhere along promenades. Provide lighting sufficient for public safety and avoid glare. Use the same color but lower intensity illumination as that on Market Street. Paint light standards dark blue as on Market Street.

POLICY 16

Design and locate a consistent set of street furniture, including such items as seating, drinking fountains, trash cans, signs and plaques along the promenades and public open space piers. Describe the historical significance of the area and the natural resource of the Bay with signs and plaques.

POLICY 17

Design and locate all landscaping so as to unify and provide continuity among the various areas of the waterfront. Plant a generally continuous row of street trees in the ground along the promenades between Piers 7 and 24. Select trees as part of the Embarcadero improvements from Bay to King Streets which will visually complement the trees along the promenades.

POLICY 18

Select and locate trees, shrubs and ground covers to preserve, dramatize and enhance Bay views for waterfront users. Use plant materials which should have a demonstrated capacity to remain viable, with minimum maintenance under such conditions as frequent high wind speeds, high atmospheric salt content, a high salt water table, and sub-surface fill material with varying drainage capacities. Install trees of at least two inches in diameter and 15 feet in height in the ground.

POLICY 19

On non-maritime piers with sheds, provide continuous peripheral pedestrian public access ways of at least 15 feet in width for walking, viewing and fishing. Provide benches and street furniture. Prohibit use of access areas for valet parking, auto drop-off, service vehicles or trash storage, but allow emergency vehicle access.

POLICY 20

Provide continuous public pedestrian access to the Bay on the east side of the Ferry Building that is separate from any service vehicle access to the Building.

POLICY 21

Provide a variety of treatments where appropriate along the water's edge, including steps and sloped surfaces.

POLICY 22

Pier railings should minimize obstruction of Bay views and reduce maintenance.

POLICY 23

Cover pier decks and public access areas with wood planking to the extent feasible to provide an attractive maritime character and a reasonably inexpensive material for pedestrian movement.

POLICY 24

Permit fishing along public access areas on piers and promenades.

POLICY 25

Require detailed landscaping, materials, and sign plans to be approved by the Department of City Planning prior to approval of any new non-maritime development.

SPECIFIC POLICIES FOR BUILDINGS

POLICY 26

Restrict development south of Broadway to the Height and Bulk Districts shown on the following map.

POLICY 27

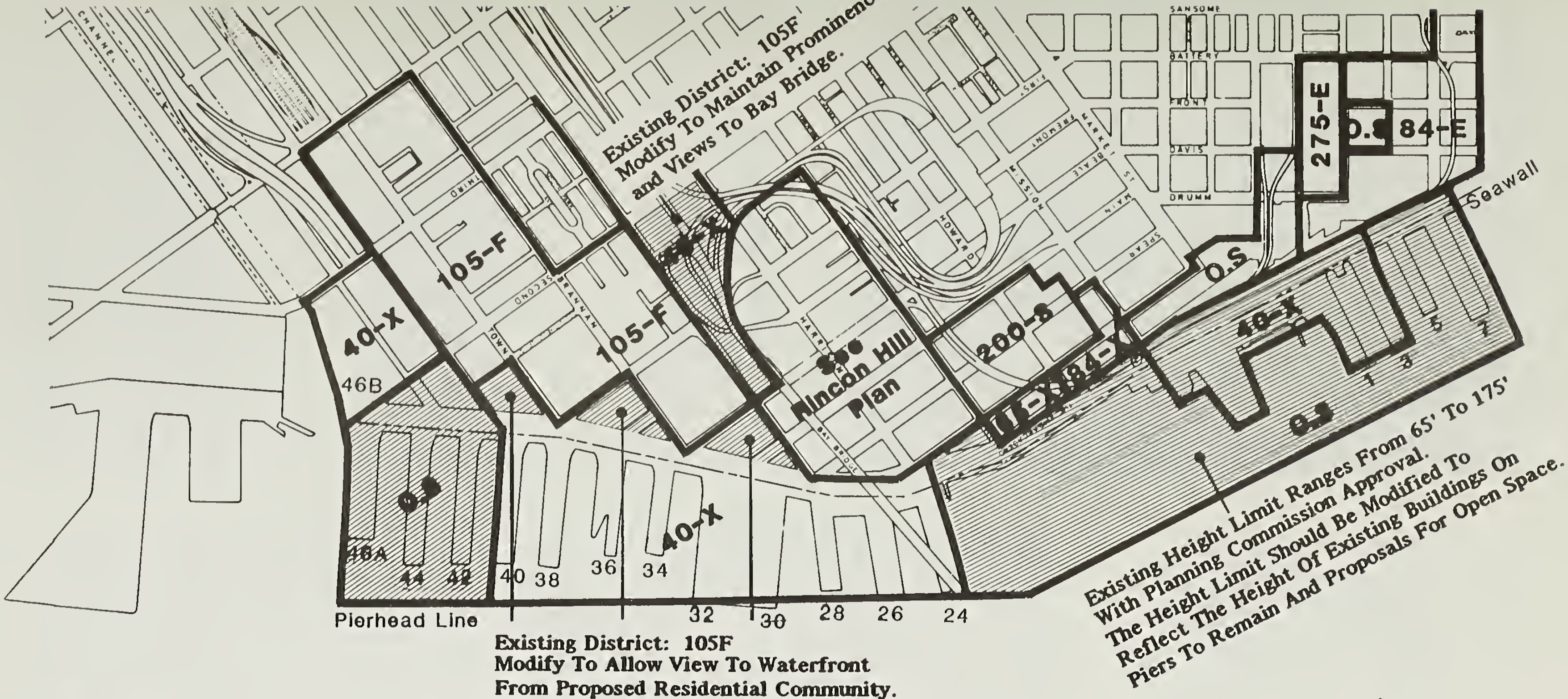
Locate buildings to minimize shadows and wind on public open spaces.

POLICY 28

Prohibit the use of reflective glass. Use flat glass skylights and discourage the use of dark tinted glass in highly visible areas.

POLICY 29

Prohibit general advertising or commercial signs in any public spaces or attached to any buildings. Allow only attractively designed identification, directional, regulatory or information signs. Permit illuminated signs but prohibit flashing or animated signs.


Channel
Sansome
Battery
Front
Davis
Drumm
Market St
Beale
Fremont
First
Main
Spear
Mission
Howard
Harrison
Bryant
Brannan
Second
Townsend
Third
275-E
O.S
84-E
Seawall
O.S
40-X
O.S
200-S
84-X
See Rincon Hill Plan
105-F
105-F
40-X
46B
O.S
46A
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Pierhead Line

Existing District: 105F
Modify To Maintain Prominence
and Views To Bay Bridge.

Existing District: 105F
Modify To Allow View To Waterfront
From Proposed Residential Community.

Existing Height Limit Ranges From 65' To 175'
With Planning Commission Approval.
The Height Limit Should Be Modified To
Reflect The Height Of Existing Buildings On
Piers To Remain And Proposals For Open Space.

→

BULK LIMITS :

O.S. : Open Space District
E : Above 65' Max Length 110', Max Diagonal 140'
F : Above 80' Max Length 110', Max Diagonal 140'
S : See Planning Code #270
X : No Bulk Limits

Numbers Designate Maximum Vertical Dimension Feet

▨ Proposed Changes To Height and Bulk Districts

PROPOSED HEIGHT AND BULK DISTRICTS

Map 3

POLICY 30

Employ a uniform system of attractively designed public signs that conform to strict criteria for size, scale, style, and color as part of the Embarcadero roadway improvements from Bay to King Streets and as part of the promenades from Piers 7 through 1 1/2 and from the Agriculture Building to Pier 24. Design signs in keeping with the concept of the Embarcadero as a scenic boulevard rather than as a high speed artery. Coordinate signs with those to be used in the Ferry Building complex.

POLICY 31

Require signs to be approved by the Department of City Planning.

POLICY 32

Conceal any mechanical equipment, pipes, ducts and antennas, on roof surfaces. Avoid shiny or highly polished materials on roof surfaces and facades.

POLICY 33

Enclose all servicing facilities and store all waste within structures so as to be shielded from public view. Prohibit any temporary or permanent exterior storage.

POLICY 34

Preserve the bulkhead buildings and bulkhead arches on Piers 3, 1 1/2, 1, and 24.

POLICY 35

Moor office-oriented historic ships at Pier 3, and commercial recreation-oriented ships at Pier 24. Base these mooring locations on concerns for visibility from the Embarcadero and inland areas, the maintenance of Bay views from uses on adjacent piers, the ability to provide visitor drop-off and service access, and the availability of nearby enclosed parking for on-board commercial recreation uses.

POLICY 36

Assure that historic ships moored in the area meet the following criteria for approving the restoration of the ships: high quality of rehabilitation, historical accuracy, appropriate scale, silhouette quality, detail quality, color scheme and guarantee of continued maintenance. Use night lighting on ships to accent surroundings but not to overpower or commercialize the waterfront.

POLICY 37

Assure that new buildings use the most cost-effective energy efficient measures feasible.

SUBAREAS

FISHERMAN'S WHARF AREA

OBJECTIVE 11

TO MAINTAIN AND ENHANCE THE MARITIME CHARACTER OF THE FISHERMAN'S WHARF AREA, AND ENHANCE THE AREA AS A CENTER FOR THE COMMERCIAL FISHING INDUSTRY.

POLICY 1

Encourage the retention and expansion of the commercial fishing and fish handling industry and businesses which provide services to the fishing fleet through construction of a new breakwater in the general area of the Hyde Street pier.

POLICY 2

Permit only those Bay-oriented commercial recreation and assembly facilities on the Hyde Street Pier, and along Fish Alley which are incidental to their primary commercial fishing industrial use. Permit commercial office (not related to the fishing industry), hotel and residential convenience retail, institutional and accessory parking uses on Pier 45. Parking shall be enclosed within a structure.

POLICY 3

Encourage preservation and restoration of the maritime character of Fish Alley.

POLICY 4

Encourage a use of materials and design of new and existing buildings and public improvements which enhance the area's historic maritime character. Require that any identification signs be subdued and harmonious with this character. Prohibit garish, flashing and general advertising signs.

POLICY 5

Encourage the development of a small-boat marina in the Pier 41 to 37 area with any parking provided inland of The Embarcadero.

OBJECTIVE 12

TO STRENGTHEN THE AREA'S ATTRACTION AS A WATER-ORIENTED COMMERCIAL RECREATION AND PUBLIC ASSEMBLY CENTER BY EXPANDING THE AREA OF THIS ACTIVITY TO THE EAST, LIMITING ADDITIONAL CONCENTRATION OF SUCH ACTIVITIES WEST OF POWELL STREET AND DEVELOPING USES WHICH WOULD GENERATE ACTIVITY AT TIMES OTHER THAN THE EXISTING PEAK PERIODS.

POLICY 1

Permit additional water-oriented commercial recreation and public assembly (except hotels and boatels) development such as restaurants, entertainment and specialty shops in the Pier 41 to 37 waterfront area in conjunction with a major waterfront park along the seawall. Any necessary parking should be provided inland of The Embarcadero. The park should include a minimum of 5 to 6 acres of water-oriented landscaped open space unrelated to commercial uses. Commercial uses should be water-oriented and complementary in scale to those in the rest of the Fisherman's Wharf area. Platforms constructed to support commercial uses should not cover a greater amount of the Bay than 50 percent of any previously existing fill (Piers 37, 39 and 41) which is removed. The Embarcadero should be narrowed in this area to accommodate the development of the waterfront park.

POLICY 2

Limit additional commercial recreation and public assembly development such as restaurants, entertainment and specialty shops in the Fisherman's Wharf area west of Powell Street because of the existing heavy concentration of such uses and the resulting evening and weekend peak period congestion. Employ measures to mitigate the impact of any such additional development.

POLICY 3

Develop the area bounded by Taylor and Jefferson Streets and the water's edge in a manner which reduces the area devoted to surface parking and retains a feeling of openness and gives special attention to the provision of public open space, access to the water's edge and pedestrian movement.

POLICY 4

Balance existing commercial recreation and public assembly uses which generate the most activity in summer, on weekends and during the evening, with uses, such as offices and residences, that would generate activity during other periods, thereby promoting the vitality and use of the area without substantially contributing to congestion. In particular, promote the development of housing on inland sites wherever possible.

OBJECTIVE 13

TO DEVELOP A TRANSPORTATION SYSTEM WHICH IMPROVES ACCESS FOR PEOPLE AND GOODS TO AND AROUND THE FISHERMAN'S WHARF AREA WHILE MINIMIZING THE ADVERSE ENVIRONMENTAL IMPACTS ON THE AREA.

POLICY 1

Improve the roadway system to facilitate truck access to the fishing industries to discourage through-traffic from entering the area and to divert as much automobile traffic as possible before reaching the water's edge and areas of intense pedestrian activity such as Jefferson Street. Do not increase the capacity of the roadway system to accommodate the automobile.

POLICY 2

Minimize the intensity of automobile activity and discourage or prohibit commercial-tourist uses which rely heavily on the automobile for their success. Strictly control addititional parking facilities and locate them as far inland as possible to intercept traffic before reaching the water's edge and areas of intense pedestrian activity. Discourage vehicular access to parking facilities from Jefferson Street.

POLICY 3

Facilitate access into and within the Fisherman's Wharf area by transit through the provision of exclusive rights-of-way and other preferential treatment, through the extension of additional transit lines, improving frequency, speed, hours of operation, and providing clearly identified loading areas and routes. Establish a rail/bus transit line on Jefferson and Beach Streets, providing access to the Ferry Building and the South of Market area. Extend the Powell and Mason Cable Car line on Taylor Street to a location north of Jefferson Street. Allow truck access to the plaza in Fish Alley.

OBJECTIVE 14

TO PROVIDE MAXIMUM OPPORTUNITIES FOR ENJOYING THE BAY AND ITS RELATED ACTIVITIES BY PROVIDING PUBLIC OPEN SPACE AND CIRCULATION AREAS WHICH SAFELY AND COMFORTABLY ACCOMMODATE THE MOVEMENT OF PEDESTRIANS.

POLICY 1

Develop generally continuous public pedestrian access to the water's edge, excepting areas occupied by maritime activities. In those areas, provide that public viewing and access which will not substantially interfere with these activities.

POLICY 2

Remove existing parking over the water or near the water's edge to minimize conflicts between vehicles and pedestrians and enhance perimeter access.

POLICY 3

Develop public open space areas in Fisherman's Wharf to provide a relief from the intense level of activity. Develop a major plaza at the foot of Taylor Street between Jefferson Street and the water's edge that would focus pedestrian and transit movement at the center of Fisherman's Wharf. Develop a major waterfront park along the bulkhead in the Pier 41 to 37 area. Develop an urban park at the foot of Columbus Avenue, bounded by Leavenworth and Beach Streets, that would provide a visual and functional termination of Columbus Avenue. Create a plaza in Fish Alley adjacent to Leavenworth Street north of Jefferson Street as part of an open fish market. Allow truck access to the plaza in Fish Alley.

BASE OF TELEGRAPH HILL AREA

OBJECTIVE 15

TO RETAIN EXISTING MARITIME AND MARITIME-RELATED ACTIVITIES.

POLICY 1

Encourage the continued use of Piers 35 through 9 as active maritime piers.

POLICY 2

Give priority to the maintenance of Pier 35 and its renovation as a modern, functional passenger terminal with associated commercial recreation uses such as restaurants and shops. Only if it should prove impossible to retain Pier 35 should another pier on the Northeastern Waterfront be considered for such use.

OBJECTIVE 16

TO PRESERVE THE HISTORIC MARITIME CHARACTER OF THE AREA.

POLICY 1

Retain architecturally interesting and historically significant buildings or buildings which contribute substantially to the overall architectural character of the area. In particular, every effort should be made to preserve the Italian Swiss Colony Building, the Pelican Paper Company Warehouse, and the Trinidad Bean and Elevator Company Warehouse.

POLICY 2

Ensure the compatibility of new development with the area's historic and architectural maritime character in terms of scale, materials and design.

OBJECTIVE 17

TO DEVELOP A DIVERSITY OF ADDITIONAL ACTIVITIES WHICH WOULD STRENGTHEN THE EXISTING PREDOMINANT USES IN THE BASE OF TELEGRAPH HILL AREA AND ACTIVITIES WHICH WOULD EXPAND THE PERIOD OF USE, BUT OF AN INTENSITY WHICH WOULD PROVIDE A RELIEF FROM THE ADJACENT DOWNTOWN AND FISHERMAN'S WHARF AREAS.

POLICY 1

Consistent with policies 2 and 3 encourage development of uses which would strengthen the area's predominant uses of professional and general offices and design-related activities.

POLICY 2

Encourage the development of residential uses as a major use in this area. Such use should be especially encouraged immediately adjacent to Telegraph Hill and at the upper levels of commercial development.

POLICY 3

Encourage the development of a limited amount of uses such as shops, restaurants, entertainment and hotels which generate activity during evenings and weekends, but not of such an intensity or concentration as to create a major recreation or entertainment center.

POLICY 4

Develop the area to a lesser intensity of activity than the adjacent downtown and Fisherman's Wharf areas in order to provide a relief in intensity from those areas.

POLICY 5

Minimize the intensity of automobile activity and discourage or prohibit uses which rely heavily on the automobile for their success, generate automobile traffic, and require large amounts of parking. Strictly limit parking developed with new uses.

POLICY 6

Encourage the provision of landscaping and publicly accessible open space in new development in the Base of Telegraph Hill area.

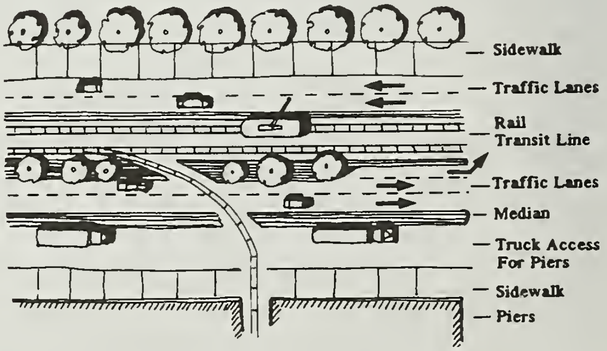
OBJECTIVE 18

TO DEVELOP A BALANCED TRANSPORTATION SYSTEM WHICH ACCOMMODATES REGIONAL AND LOCAL MOVEMENT WHILE CAUSING MINIMUM ADVERSE IMPACT TO THE ENVIRONMENT.

POLICY 1

Improve The Embarcadero between North Point Street and Broadway as an attractive landscaped roadway having two moving lanes in each direction, an exclusive transit right-of-way, bicycle lanes, and a separate access roadway to the pier areas.

This policy could be implemented in the manner shown in the following illustrative plan of the Embarcadero roadway.



POLICY 2

Discourage through traffic except in those limited areas designated for this movement.

POLICY 3

Encourage a portion of the surface regional transit to use inland routes to the downtown to minimize the impact on the waterfront.

OBJECTIVE 19

TO DEVELOP THE AREA IN SUCH A WAY AS TO PRESERVE AND ENHANCE THE PHYSICAL FORM OF THE WATERFRONT AND TELEGRAPH HILL, AND TO PRESERVE VIEWS FROM THE HILL.

POLICY 1

Maintain low structures near the water, with an increase in vertical development near Telegraph Hill.

POLICY 2

Avoid the blockage of private and public views and maintain sightlines between the waterfront and Telegraph Hill.

FERRY BUILDING AREA

OBJECTIVE 20

TO DEVELOP A MAJOR RESOURCE OF OPEN SPACE PROVIDING MAXIMUM ACCESS TO THE BAY FOR THE LARGE NUMBER OF PEOPLE WHO LIVE IN, WORK IN AND USE THE ADJACENT DOWNTOWN AREA, PROVIDING RELIEF FROM THE INTENSELY DEVELOPED DOWNTOWN.

OBJECTIVE 21

TO DEVELOP A MIXTURE OF USES WHICH WILL PROVIDE A TRANSITION BETWEEN THE INTENSE CONCENTRATION OF OFFICE ACTIVITY IN THE DOWNTOWN AREA AND THE RECREATION ACTIVITIES OF THE WATERFRONT, WHICH WILL GENERATE ACTIVITY DURING EVENINGS AND WEEKENDS TO COMPLEMENT THE WEEKDAY OFFICE USES IN THE ADJACENT DOWNTOWN AREA.

OBJECTIVE 22

TO DEVELOP A LIMITED AMOUNT OF NON-MARITIME DEVELOPMENT ON PIERS AND ALONG THE SEAWALL TO GENERATE WATERFRONT ACTIVITY, TO PROVIDE VISUAL AND ACCESS IMPROVEMENTS AND TO PRODUCE REVENUE FOR THE PORT.

OBJECTIVE 23

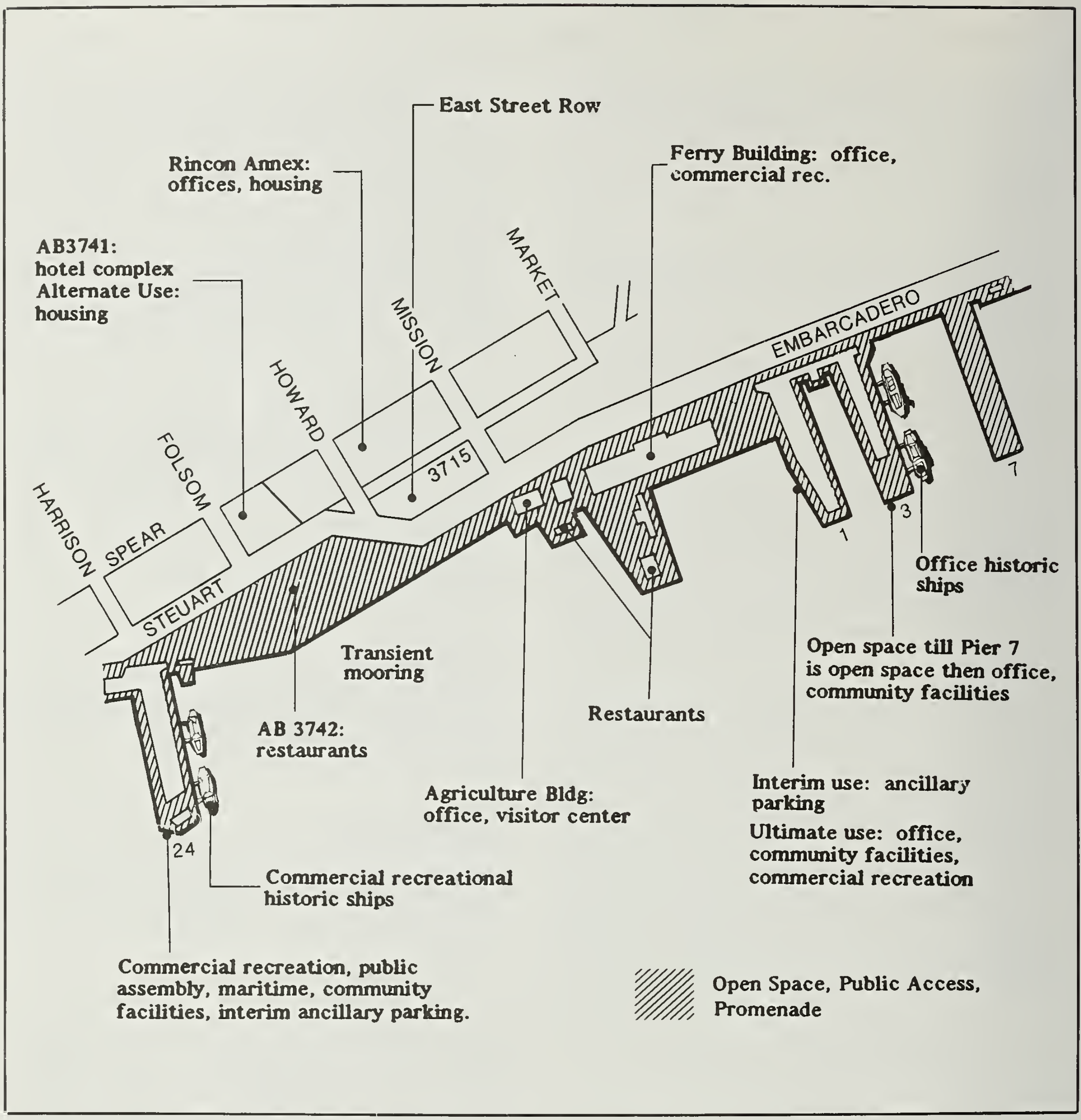
TO PRESERVE THE HISTORIC MARITIME CHARACTER OF THE AREA.

OBJECTIVE 24

TO MAXIMIZE VIEWS OF THE WATER AND OF WATERFRONT ACTIVITY.

OBJECTIVE 25

TO FURTHER DEVELOP THE FERRY BUILDING AREA AS A MAJOR TRANSIT CENTER, IMPROVING TRANSIT ACCESS BY AND TRANSFERS AMONG THE TRANSIT LINES AND SYSTEMS, AND REDUCING THE IMPACT OF TRAFFIC SYSTEMS ON THE AREA.


East Street Row
Rincon Annex: offices, housing
Ferry Building: office, commercial rec.
AB3741: hotel complex Alternate Use: housing
MARKET
MISSION
HOWARD
FOLSOM
HARRISON
SPEAR
STEUART
EMBARCADERO
3715
1
3
7
24
Office historic ships
Open space till Pier 7 is open space then office, community facilities
Transient mooring
AB 3742: restaurants
Restaurants
Agriculture Bldg: office, visitor center
Interim use: ancillary parking
Ultimate use: office, community facilities, commercial recreation
Commercial recreational historic ships
Commercial recreation, public assembly, maritime, community facilities, interim ancillary parking.
▨ Open Space, Public Access, Promenade

FERRY BUILDING AREA
Land Use Plan

Map 4

POLICIES

Pier 7

POLICY 1

Use either Pier 7 or Pier 3 for permanent public open space. The approximate magnitude of the open space should be that of the existing pier. Remove parking from Pier 7 when current lease expires. Retain portions of pier for walkable, usable open space and fishing for as long as structurally feasible, then remove pier. If Pier 3 is developed for offices, rebuild Pier 7. Develop Pier 7 (or Pier 3 until Pier 7 is rebuilt) for open space, public recreation and public access for users of all age groups. Encourage fishing and provide a sheltered area for wind protection and appropriate landscaping. If feasible, use wood planking on decks and illuminate for nighttime use. Prohibit parking on the pier.

POLICY 2

Develop according to the following program:

- Open space on pier (approx. two acres)
- Community facilities in Pier 3 bulkhead building if Pier 3 is open space pier (16,000 to 32,000 s.f.)

Pier 5

POLICY 1

Remove deteriorated Pier 5, its bulkhead wharf, and bulkhead building and maintain as open water.

POLICY 2

Remove the northerly portion (approzimately 75 feet) of the bulkhead building and rehabiitate the remaining portion. Provide views of the water from the Embarcadero through the building by opening the central archway. Provide a pedestrian walkway on the bay side of the building.

Pier 3

POLICY 1

If Pier 3 is the open space pier instead of Pier 7, then design the Pier 3 open space according to the guidelines shown above for Pier 7.

POLICY 2

If Pier 7 is developed for open space, construct a two-story shed-like structure on Pier 3 for office and community facility use, with windows and skylights that are in keeping with the simple lines, scale and design of surrounding pier sheds. Avoid small connected buildings in the design of the new structure. Slope roof surfaces as on existing pier sheds.

POLICY 3

Encourage construction of a two-story atrium to function as a common area in the center of the shed with two floors of offices on either side with skylights over the atrium. Encourage the use of exposed metal or wood trusses to the extent feasible.

POLICY 4

Provide continuous peripheral public access areas covered with wood planking around the water sides of the pier. Create a plaza of approximately one-half acre open to Bay views at the eastern end of the pier linked to the public access areas. Permit fishing and include benches and wind protection. Use wood planking over the deck and light the plaza for nighttime activities. Permit a pedestrian walkway connecting Piers 3 and 1 for public access, fishing and safety.

POLICY 5

Develop Pier 3 according to the following program:

- Office and community facilities (2 stories, up to 120,000 s.f.)
- Public access-perimeter aprons (no less than 22,000 s.f.)
- Plaza-eastern end of pier (no less than 22,000 s.f.)

POLICY 6

Remove the northerly portion (approximately 50 feet) of the bulkhead building and rehabilitate the remaining portion of the building. Permit an extension of the bulkhead building onto the pier, providing a pedestrian walkway around it. Remove all obstructions between the Pier 5 bulkhead building and the modified Pier 3 bulkhead and develop the approximately 100' opening between the buildings as a small public plaza with seating and landscaping.

POLICY 7

Permanently moor up to two office-oriented historic ships on the north side of Pier 3.

POLICY 8

Develop according to the following program:

Historic Ships

North side Pier 3 permanent mooring:

Fresno or other office-oriented historic ship

- Office-existing (up to 20,000 s.f.)
- Public access (no less than 7,500 s.f.)

Santa Rosa or other office-oriented historic ship

- Office (up to 14,000 s.f.)
- Commercial recreation (up to 6,000 s.f.)
- Public access (no less than 7,500 s.f.)

Pier 1 - 1/2

POLICY 1

Rehabilitate the bulkhead building and historically restore the shed for a museum and/or offices. Maintain the existing openings on either side of the Pier 1-1/2 entry and between the bulkhead building and shed and allow public circulation through these spaces.

Pier 1

POLICY 1

Remove the parking from the north apron and shed areas. Permit replacement of the existing shed with a three floor structure but retain bulkhead building. Provide continuous peripheral public access around the water sides of the pier.

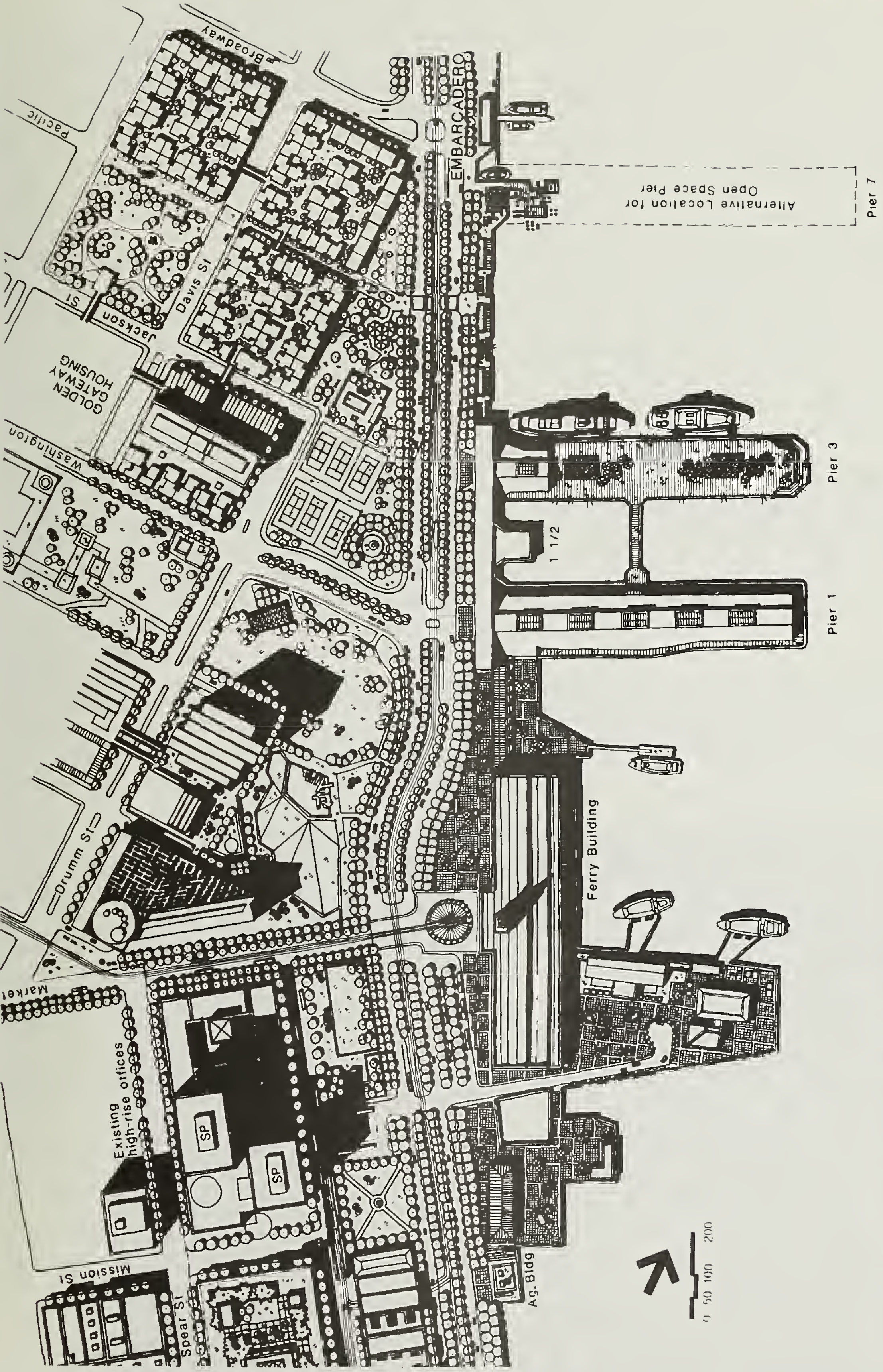
POLICY 2

Permit mainly office use with galleria/exhibit space and permit minor commercial recreation use to integrate Pier 1 into the overall Ferry Building development.

Promenade

POLICY 1

Develop a promenade from Piers 7 through 1. Design the promenade to be a simple, elegant statement of movement along the water's edge and make it appear to be an extension of the promenade to the south of the Ferry Building. Maintain visual continuity along the water and create a variety of water-edge experiences. Landscape the promenade and where it will not block view corridors, use a double row of large trees to define activities, frame views and buffer winds. Provide appropriate street furniture including wind protected seating areas and pedestrian scale lighting.


Broadway
Pacific
Jackson St
Davis St
GOLDEN GATEWAY HOUSING
Washington
EMBARCADERO
Alternative Location for Open Space Pier
Pier 7
Pier 3
1 1/2
Pier 1
Ferry Building
Drumm St
Market
Existing high-rise offices
SP
SP
Mission St
Spear St
Ag. Bldg
0 50 100 200

FERRY BUILDING AREA NORTH

Illustrative Plan

POLICY 2

Develop according to the following program:

- Promenade from Piers 7 through 1 (approx. 50,000 s.f.)

Ferry Building

POLICY 1

Restore and adaptively reuse the Ferry Building in general accord with the "Design Guidelines for the Restoration and Adaptive Reuse of the Ferry Building," dated July 1978.

Permit the addition of two new wings on the bay side of the buiding separated by a a plaza. Create a central atrium and a galleria running the length of the building.

POLICY 2

Reuse the Ferry Building as follows: predominantly commercial recreation (shops and restaurants) on the ground floor; predominantly offices on the second floor; predominantly office use on the third floor. Permit an additional partial fourth floor east of the existing nave for office use; limit its height to the height of the peak of the existing nave monitors.

POLICY 3

Replace the dilapidated portions of the bulkhead wharf between Pier 1 and the Ferry Building. Remove the existing structure and create a plaza.

POLICY 4

Create a plaza for passive recreation uses in front of the Ferry Building between Pier 1 and the Agriculture Building by the removal of parking and the reduction in width to two northbound lanes of the Embarcadero roadway. Design the plaza to create a visual setting for the Ferry Building and a symbolic terminus to Market Street. If found to be feasible after further analysis, extend the California Street cable car down Market Street to the plaza and create a MUNI bus stop adjacent to the east-west axis of the plaza along the Embarcadero. Use street furniture that provides weather protection and install additional ornamental double light fixtures like those presently used along the Embarcadero.

POLICY 5

Improve pedestrian access through the Ferry Building between the Golden Gate Ferry Terminal and the Embarcadero. Create a continuous walkway along the eastern side of the Ferry Building of approximately 10,000 to 20,000 square feet that is separate from service vehicle access.

POLICY 6

Allow on the BART Platform, immediately east of and related to the Ferry Building, minor amounts of outdoor commercial uses which are consistent with the use of the Platform as open space, such as a cafe, outdoor dining and flower vendors. Retain the existing restaurant, plaza, and ferry terminal. Relocate the existing ferry pier from between Pier 1 and Ferry Building to the south side of the BART Platform.

Agriculture Building

POLICY 1

Restore and adaptively reuse the Agriculture Building. Retain the original 1915 facades. Remove the 1918 addition and construct a new bay-side addition. Provide a galleria running the length of the building open at either end to connect with public outdoor spaces including tidal stairs adjacent to the Embarcadero Promenade. Permit the addition of a partial third floor, to be higher, except for the galleria skylight, than three feet above the peak of the existing roof. Use the first floor as a food hall and the second and third floors as a dining club to be relocated from the Ferry Building. Create a continuous walkway at the eastern side of building at least 15 feet wide.

POLICY 2

Remove the parking on the platform adjacent to the existing restaurant. Retain the existing restaurant.

Between Agriculture Building & Pier 24

POLICY 1

Develop a promenade between the Agriculture Building and Pier 24. Maintain visual continuity along the water and create a variety of wateredge experiences. Landscape the promenade where it will not block view corridors. Plant a double row of large trees to define activities, frame views and buffer winds. Provide appropriate street furniture to include wind protected seating areas and pedestrian scale lighting.

POLICY 2

Maintain open water where dilapidated Piers 14 through 22 have been removed as a visual relief to the intensely developed Downtown. Allow a buoy system for transient mooring at minimum cost for approximately 50 boats and include a boat shuttle service.

POLICY 3

Preserve and restore, and if no longer needed in its current use, adaptively reuse the Fire House at Pier 22 1/2.

Pier 24

POLICY 1

Provide continuous perimeter pedestrian access around the water sides of the pier. Provide a direct connection from the promenade to the north apron and continue design details from the promenade onto the apron. Develop the open deck at the pier's eastern end at the Bay Bridge pylon for fishing. Install trash cans, benches, and lighting.

POLICY 2

Allow the development of a limited amount of restaurants. Permit use of the 70,000 square foot shed for some unique commercial recreation, some community facility, and/or public assembly and/or maritime uses, but exclude specialty retail, hotel, and boatel uses. Orient this development towards local residents rather than tourists. Moor up to two commercial recreation-oriented historic ships on the pier's north side provided no such ships remain moored at Pier 3. Permit in the shed the minimum amount of short-term parking necessary to serve uses at the pier until inland parking sites are available.

POLICY 3

Develop according to the following program:

- Public access-perimeter aprons (no less than 20,000 s.f.)
- Fishing plaza-east end of pier (no less than 20,000 s.f.)
- Mooring of up to two commercial recreation historic ships (see program for Pier 3 above)
- Within the 70,000 s.f. shed, a combination of some or all of the following:
    - Restaurant and bar (up to 10,000 s.f.)
    - Other uses as per above program (up to 70,000 s.f.)
    - Short-term ancillary parking (up to 50,000 s.f.)
- Within the 30,000 s.f. bulkhead building between Piers 24 and 26:
    - Office (up to 30,000 s.f.)
    - Restaurant (up to 5,000 s.f.)

East Street Row

POLICY 1

Retain and as needed rehabilitate the YMCA and adjacent hotel buildings. Historically restore the Audiffred Building for commercial use. Infill vacant sites with buildings of similar scale, character and use. Allow housing up to 110 dwelling units per acre as an alternative to office use on Lots 8 and 12 of this Block 3715.

Rincon Annex

POLICY 1

Retain and restore as a historic landmark, the Rincon Annex Building, including the lobby and murals but excluding the loading docks. Adapt the building to new uses compatible with preservation. Consider re-use of the lobby as a local post office and/or museum and adapt the remainder of the building to a variety of commercial uses such as offices. If feasible, utilize the building's roof for a public garden and permit development of restaurants in the existing towers. Consider adding skylights compatible with the roof design and/or a new interior court.

POLICY 2

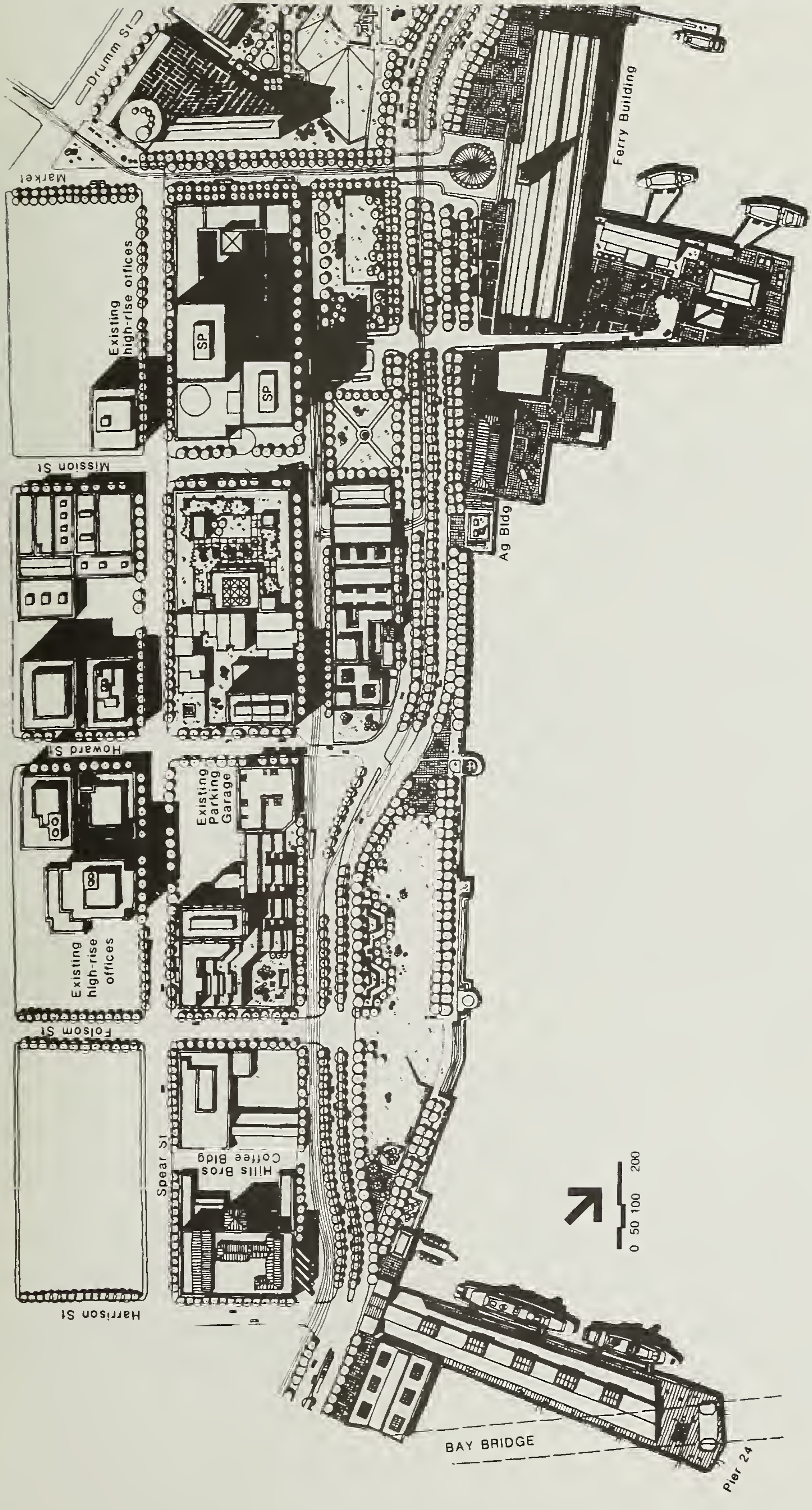
Develop a predominantly residential mixed-use complex with lower floor offices and ground floor commercial support uses on the rear (southern) portion of the Rincon Block according to the following program:

- Housing (approx. 400 units)
- Ancillary parking (approx. 400 spaces)
- Lower floor office and ground floor commercial support (approx. 35,000 s.f.)

Design the new development with consideration for its historic environment and relationship to the East Street Row, Rincon Annex, the Ferry Building and Hills Brothers Coffee Building.

POLICY 3

Close Steuart Street between Mission and Howard to through traffic.


Drumm St
Market
Existing high-rise offices
SP
SP
Ferry Building
Mission St
Ag Bldg
Howard St
Existing Parking Garage
Existing high-rise offices
Folsom St
Spear St
Hills Bros Coffee Bldg
0 50 100 200
Harrison St
BAY BRIDGE
Pier 24

FERRY BUILDING AREA SOUTH
Illustrative plan

Hills Brothers Coffee

POLICY 1

Retain Hills Brothers Coffee facility in its current use as long as possible and accommodate its needs for truck access and parking.

Block 3741

POLICY 1

Develop a 400 to 800 room hotel complex. 98 Folsom may be removed if necessary to accommodate the hotel. Retain the existing height limits. In the alternative, develop housing with a density range of 150 to 300 units per acre.

POLICY 2

Design the hotel to maximize views and sunlight and minimize wind exposure. Perform wind tunnel and sun studies prior to final design approval. Locate taller elements as far west and north as possible to reduce shading on waterfront open space. Locate elevator cores and service areas towards the Embarcadero Freeway to the greatest extent feasible to screen noise and minimize impacts on the rest of the complex and open spaces. If feasible, use roof surfaces for gardens, terraces, and balconies. Develop balconies to take advantage of views and break up the building's mass. Use light colors on the building exterior and encourage bright accents to liven surfaces.

Inland Site

POLICY 1

Reroute the Embarcadero roadway onto Steuart Street between Howard and Harrison Streets. In the strip vacated by the Embarcadero and on Blocks 3742 and 3743, build a public park adjacent to and inland of the promenade. Orient the park to the Bay and relate the park to the recreational preferences of residents rather than tourists. Provide large grassy open areas, a range of recreational equipment including a play structure, a tot lot, benches, game tables under shelter, and restrooms.

POLICY 2

Allow up to 12,000 square feet of space on the inland site north of Folsom Street to be used for a "Tavern-on-the- Green" type restaurant(s) and plaza. Design the restaurants to include opportunities for indoor and outdoor dancing and dining and for special events. Develop hard surface plaza areas and terraces which can vary in elevation adjacent to the restaurant(s) to create a variety of spaces and viewing experiences. Use landscaping and glass screens to protect from winds. If feasible, provide outdoor heating in selected areas to extend the seasonal and night-time comfortable usage of plazas. Encourage the restaurant(s) to expand their seating into portions of the plazas but ensure that the plazas do not become the sole territory of private establishments. Provide seating which does not exclusively require patronage to adjacent restaurants.

POLICY 3

Change the Height and Bulk District on Block 3742 from 84-E to 40-X. Change the Height and Bulk District on the rest of the Inland Site to open space.

NORTH CHINA BASIN AREA

OBJECTIVE 26

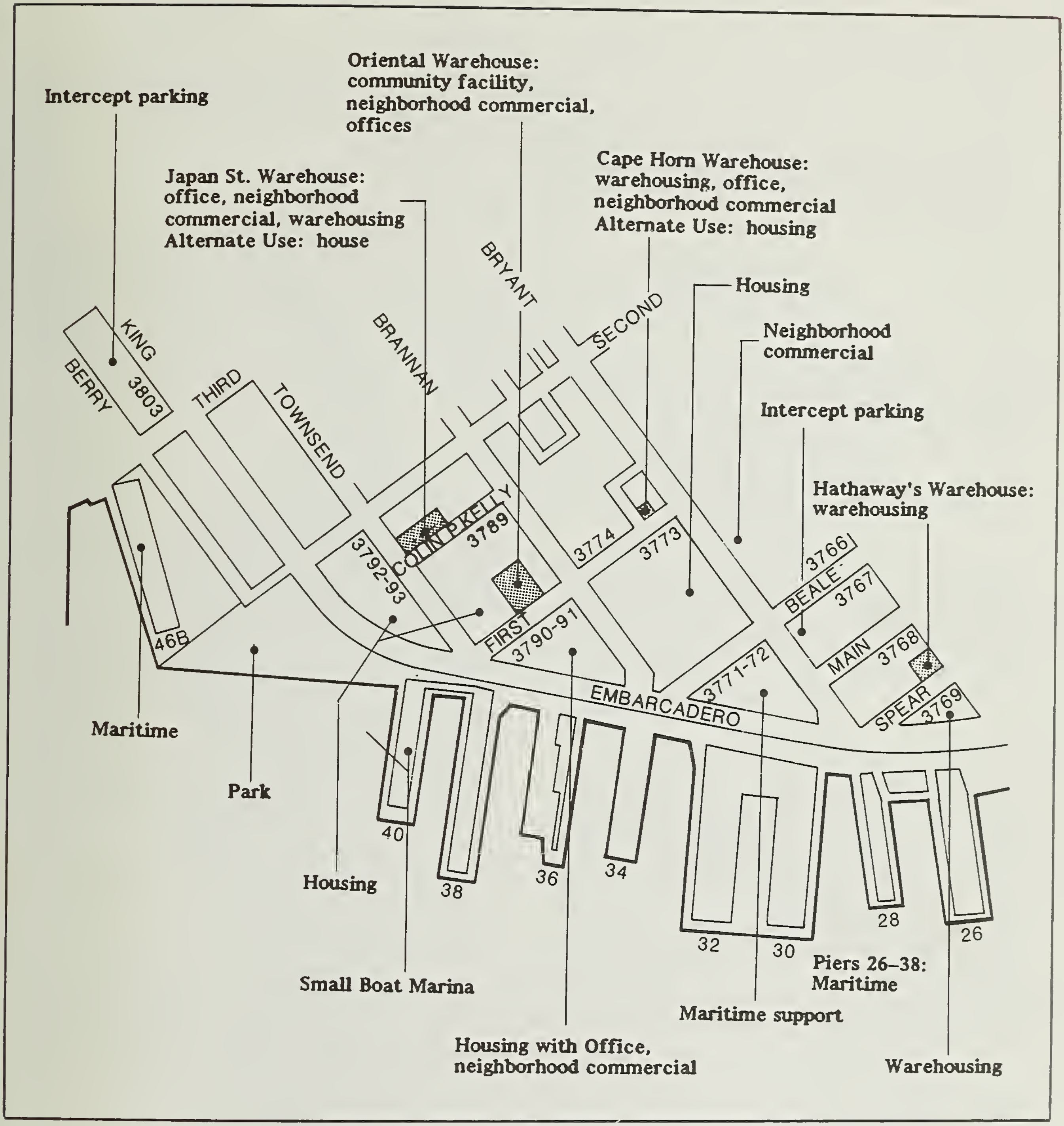
TO ENHANCE THE ECONOMIC VITALITY OF THE AREA AND CAPITALIZE ON ITS UNIQUE LOCATION AND ENVIRONMENTAL ATTRIBUTES FOR BOTH MARITIME AND RESIDENTIAL DEVELOPMENT.

POLICIES

Piers 26-38

POLICY 1

Continue Piers 26-38 in maritime use and provide auto, truck, and rail access as required to enhance their maritime utility.


Intercept parking
Oriental Warehouse: community facility, neighborhood commercial, offices
Japan St. Warehouse: office, neighborhood commercial, warehousing Alternate Use: house
Cape Horn Warehouse: warehousing, office, neighborhood commercial Alternate Use: housing
Housing
Neighborhood commercial
Intercept parking
Hathaway's Warehouse: warehousing
KING
BERRY
3803
THIRD
TOWNSEND
BRANNAN
BRYANT
SECOND
COLIN P KELLY
3789
3792-93
3774
3773
3766
BEALE
3767
MAIN
3768
SPEAR
3769
FIRST
3790-91
EMBARCADERO
3771-72
46B
Maritime
Park
40
38
36
34
32
30
28
26
Housing
Small Boat Marina
Piers 26–38: Maritime
Maritime support
Housing with Office, neighborhood commercial
Warehousing

NORTH CHINA BASIN AREA
Land Use Plan

→

Map 5

Blocks 3766-3771

POLICY 1

Develop intercept commuter parking for 400 to 800 cars on the southern part of Block 3767, under the Bay Bridge between Main, Bryant, and Beale Streets.

POLICY 2

Preserve Hathaway's Warehouse and continue viable warehousing uses on Blocks 3768 and 3769 between Harrison, the Embarcadero, Bryant and Main Streets.

POLICY 3

On Blocks 3770 and 3771 between Bryant, the Embarcadero, and Beale Streets, close Main Street and develop parking, truck, and rail access to support and enhance the maritime uses on adjacent Piers 26 through 38.

POLICY 4

Limit the height of any structure built on the northwest corner of Bryant and Beale Streets (Block 3766, Lot 7) to 24 feet. Ensure that such structures have a low profile and subdued design and color so as not to detract from the dramatic appearance of the adjacent Bay Bridge abutment. Screen the building with generous landscaping, including tall trees behind the building along the bridge abutment to relate to the trees to the west of the site. Provide vehicular access to the site only from Beale Street.

Piers 40-46A

POLICY 1

Remove Piers 42, 44, 46A and the easternmost wooden portion of Pier 40.

POLICY 2

Develop a small boat marina of approximately 400 slips for public pleasure craft from Pier 40 to Pier 46A.

POLICY 3

On Pier 40, provide a full range of services including boat building and repair facilities, day dock storage, sail maker, boat sales and rental, ship chandlery and other uses related to the marina. Construct a breakwater along the southern end of the marina and encourage fishing on it.

POLICY 4

Design any new or rehabilitated buildings on Pier 40 to reflect the bold, simple lines of traditional pier sheds. Provide continuous peripheral public access along the water sides of the pier including sitting and fishing areas, except for portions of the pier which may remain in ship repair use and related activities, where such public access might conflict. Locate a prominent sitting area at the eastern end of the pier. Ensure that pier railings and other design elements be compatible with the promenade and breakwater design. Do not obstruct navigational requirements of major ships between Piers 38 and 40.

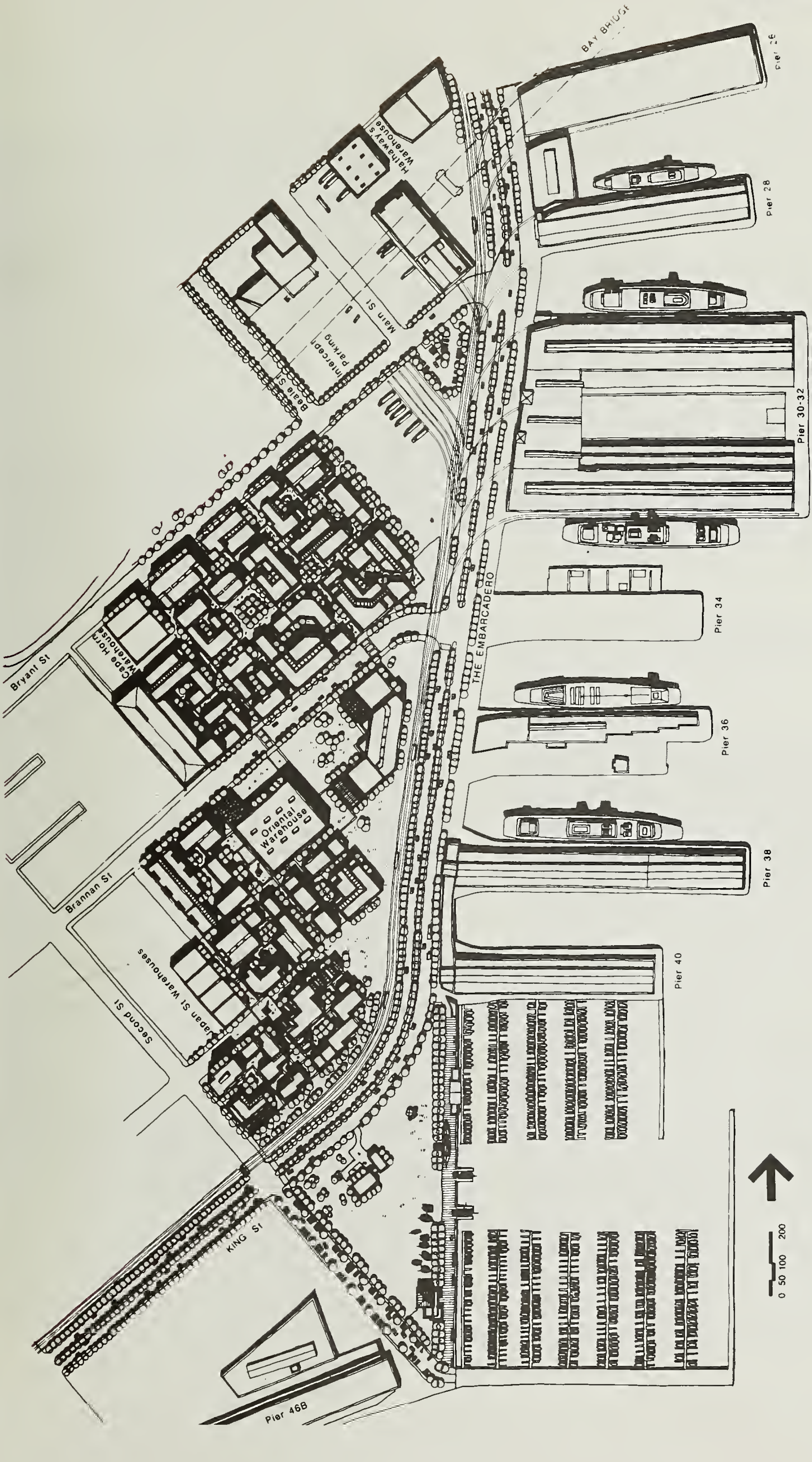
Public Park

POLICY 1

Between King and Second Streets and the Seawall, provide approximately five to seven acres of predominantly soft-surface park for recreational use.

POLICY 2

Remove or relocate the ramp structure to Pier 46B as soon as feasible. Include areas for active sports such as volleyball and separate areas for passive


Pier 26
BAY BRIDGE
Pier 28
Hathaway's Warehouse
Main St
Intercept Parking
Beale St
Pier 30-32
THE EMBARCADERO
Pier 34
Cape Horn Warehouse
Bryant St
Pier 36
Oriental Warehouse
Brannan St
Pier 38
Japan St Warehouses
Second St
Pier 40
King St
Pier 46B
0 50 100 200

NORTH CHINA BASIN AREA

Illustrative plan

activities such as sitting, game tables under shelter, and a tot lot. Include toilet and drinking facilities. Buffer the park from the Embarcadero with devices such as landscaping, berms, and changes in elevation. Provide for drop-off parking to serve the Dolphin P. Rempp Restaurant. Allow a limited amount of parking with auto access from Second Street for the office building that may remain. Provide a hard-surface pedestrian promenade along the water's edge with opportunities for sitting and viewing. Connect the promenade to the peripheral public access areas on Pier 40 and to the breakwater. Permit pedestrian access to the marina only from the pier and breakwater and not directly from the park. Give special care to the location of a boat ramp. Prohibit commercial activities in the park but allow a limited amount of commercial recreation use incidental to and supportive of the open space. Provide promenade railings and other elements of a design compatible with the pier and breakwater.

Residential Neighborhood

POLICY 1

Develop mixed-income housing at an overall density of approximately 85 to 95 units per acre with the minimum density being 40 units per acre and the maximum density being 110 units per acre, with appropriate open space and neighborhood support uses on Blocks 3773, 3792, 3793 and portions of Blocks 3774 and 3789.

POLICY 2

Develop housing in small clusters of 100 to 200 units. Provide a range of building heights between 4 to 9 stories with no more than 40 feet in height along the Embarcadero and stepping up in height on the more inland portions to the maximum of 105 feet. Orient the mix of unit types to one and two bedrooms and include some three and four bedroom units. Pursue as the income and tenure goals, a mix of 20 percent low, 30 percent moderate and 50 percent middle and upper income, and a mix of rental, cooperative, and condominium units.

POLICY 3

Organize the housing clusters to maximize views to the water and downtown as well as sun exposure while minimizing shading of open space and blocking of views from adjacent areas. To the extent feasible, locate family units on ground floor levels adjacent to open space and recreational areas. Provide personalized entryways and private open space to all units. Orient the buildings to provide privacy and security.

POLICY 4

Design the structures and dwelling units to express character and diversity. Incorporate high standards of indoor and outdoor private space design and convenience and use high quality materials. Express a human scale in surfaces and materials with articulated facades, bay windows, cornice lines, roofscapes, overhangs, towers and chimneys. Use varied light colors to break up building mass and liven surfaces. Design the housing complex to be energy efficient, and consider the use of passive solar systems.

POLICY 5

Incorporate most parking as part of the building within housing clusters. Because garages may be only a half level below grade due to the high water table, landscape or buffer exposed garage edges. Locate residences above parking structures to stabilize them and minimize differential settlement. To the extent feasible, improve the portions of the garage roof not covered by structures for walkways and recreation areas. Use tree wells to allow large trees to grow within residential clusters. Design parking structures to have controlled vehicular access points and direct access to residential units for increased security. Provide additional guest and service parking for the residential units in street rights-of-way or adjacent to the clusters.

POLICY 6

Do not permit buildings to exceed 65 percent coverage of land or parking podium. To the maximum extent feasible, provide open space at ground level and provide planting in the ground. Ensure that any open space on top of a podium provides easy pedestrian and visual transition from the sidewalk.

Housing With Neighborhood Commercial

POLICY 1

Develop housing on Blocks 3790 and 3791 between Brannan, the Embarcadero, and First Street. In addition, allow neighborhood retail, professional services and other commercial uses oriented to the needs of residents of the adjacent housing and the larger South of Market area.

POLICY 2

Orient buildings to buffer the residential area from the adjacent ship repair activity. Design structures to protect views of the water from the residential areas. Carefully consider roof design and conceal roof equipment because of its visibility from adjacent residences. Landscape flat roofs and finish sloped roofs in attractive materials. Allow exposed parking only if the parking areas are extensively landscaped. Consider the use of turf block instead of asphalt paving.

Historic Preservation

POLICY 1

Retain and historically restore for adaptive reuse the Cape Horn and Japan Street warehouses and allow small scale offices, neighborhood commercial and warehousing uses. Keep in industrial use that portion of Block 3774, Lot 24 which is needed to expand the manufacturing operation of the abutting industrial activity. If Lot 24 remains in industrial use, the structure on Lot 18 may remain and be used for warehousing. As an alternate use, develop the sites of the Capehorn and Japan Street warehouses with housing provided that, to the maximum extent feasible, the street-facing facades of the existing structures are incorporated in the new development.

POLICY 2

Historically restore the Oriental Warehouse as the focal point of the residential community; include a combination of such uses as day care, recreation, and neighborhood services, professional offices and shopping. Remove the building to the north along the line of Brannan Street to enhance the form and visibility of the warehouse. Maintain the exterior facade and remove those windows that have been added without regard to the general exterior. Preserve portions of the existing paving as a public plaza and setting for the warehouse and remove unused spur tracks.

Walkways and Open Space

POLICY 1

Close the following streets completely: Berry between Second and the Embarcadero, the Embarcadero south of King, Main south of Bryant and Fremont south of Brannan. Close the following streets to through traffic, improve them as walkways and allow only limited local and service vehicle access: Townsend between Second and the Embarcadero, Colin P. Kelly Jr. between Townsend and Brannan, First between Brannan and the Embarcadero, Beale between Bryant and Brannan, and Second between King and Berry Streets.

POLICY 2

Develop a major plaza next to the Oriental Warehouse which is centrally located, and connect it to smaller open spaces within the proposed neighborhood. Have walkways open onto small plazas to create intimacy and spatial definition and orient them to be protected from winds. Enhance the feeling of outdoor security through use of lighting, walkways design, ingress and egress points and good surveillance by building orientation.

Pier 46B

POLICY 1

Retain the Pier 46B area for a Port maintenance facility and other maritime uses. If no longer needed by the Port for maritime use develop as a predominantly residential, mixed use development and include parking for the adjacent marina.

Intercept Parking

POLICY 1

Develop intercept commute parking for 400 to 800 cars on part of Block 3803 under the stub end of Interstate-280 between Third, Berry, Fourth, and King Streets.

EMBARCADERO CORRIDOR

OBJECTIVE 27

TO IMPROVE THE EMBARCADERO CORRIDOR IN ORDER TO FACILITATE THE MOVEMENT OF PEOPLE AND GOODS, ENHANCE PUBLIC ACCESS TO AND ALONG THE WATER, AND TO ELIMINATE THE BLIGHTING INFLUENCE OF THE ELEVATED FREEWAY STRUCTURE.

POLICIES

Embarcadero Roadway

POLICY 1

Realign the Embarcadero roadway between Broadway and Berry Street as follows:

a) Widen the sidewalks in front of Ferry Building to create a major plaza as an appropriate terminus to Market Street. When the freeway is removed reroute the roadway inland to increase the plaza size;

b) Reroute the roadway inland to Steuart Street from Howard to Harrison Streets to reduce its impact on the waterfront and to create opportunities for water-related activities; and

c) Divert roadway traffic from Berry to King Streets to create opportunities for future water-related uses and to provide a direct transit link to the Southern Pacific Depot. Close Berry east of Second Street and the Embarcadero roadway south of King Street.

POLICY 2

Improve the Embarcadero Roadway as follows:

(a) Provide two lanes each for southbound and northbound traffic with right and left turn channelization at selected intersections;

(b) Include an exclusive right-of-way for transit and freight rail service within the roadway cross-section;

(c) Provide a promenade for pedestrians, joggers and bicyclists along the water side of the roadway;

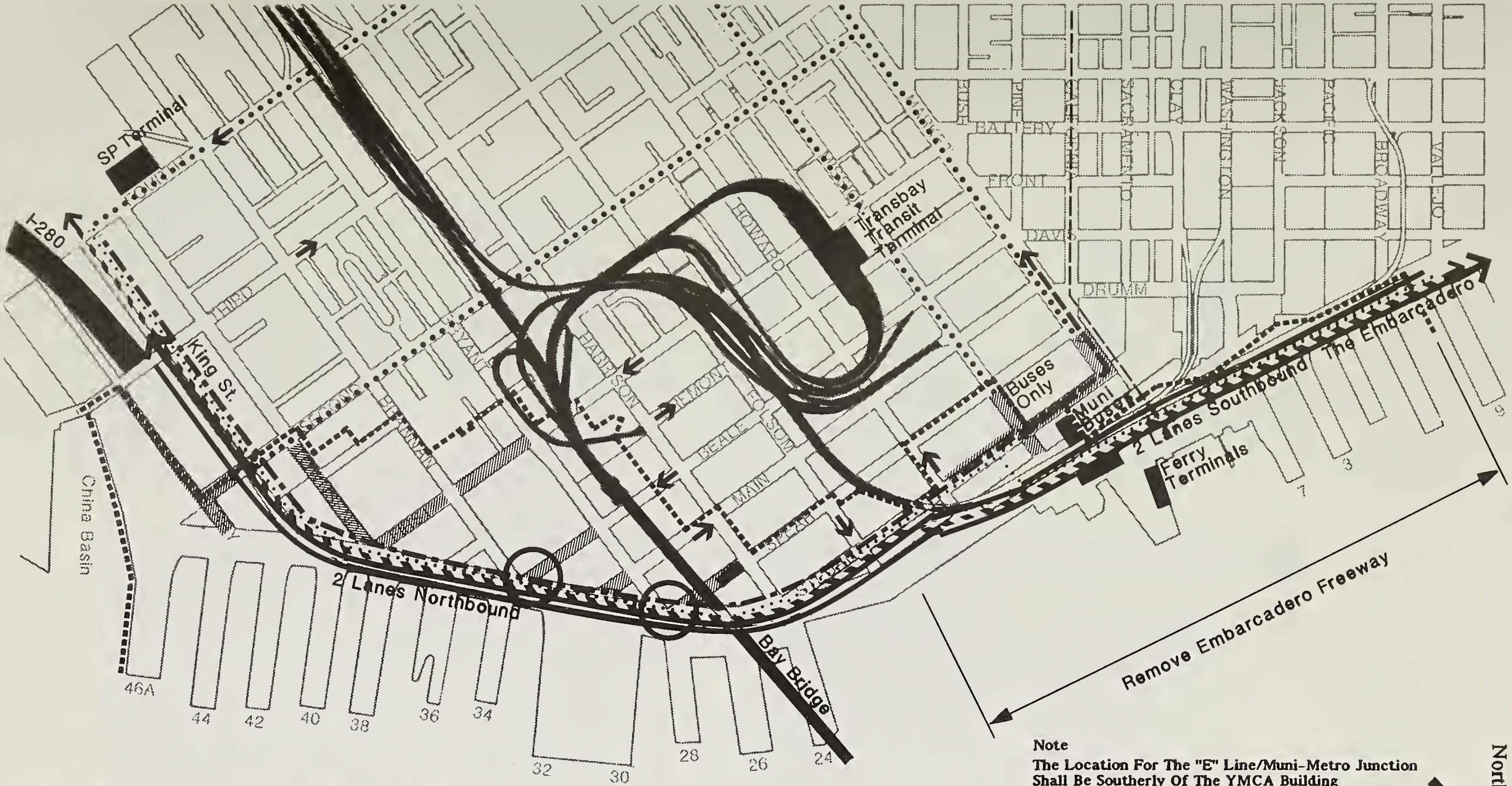
(d) Provide signalized pedestrian crossings, integrated with transit stops at Pacific, Market, Mission, Folsom, Bryant, Brannan, Townsend, Second, and Fourth Streets. Establish traffic signals and speed limits which give priority to pedestrian movement across the Embarcadero roadway; and

(e) Light the roadway with the same ornamental fixtures presently found along the Embarcadero. Lighting levels should be sufficient for public safety while avoiding unnecessary glare. Plant a generally continuous row of large street trees with an irrigation system along the right-of-way, transitway and promenade.

Embarcadero Freeway

POLICY 1

Remove the Embarcadero Freeway from Interstate-80 to Broadway, retaining only the bus ramps into the Transbay Terminal and the Main-Beale off-ramps. To prevent the Embarcadero from becom-


VALLEJO
BROADWAY
PACIFIC
JACKSON
WASHINGTON
CLAY
SACRAMENTO
CALIFORNIA
PINE
BUSH
BATTERY
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DRUMM
MARKET
MISSION
HOWARD
FOLSOM
FREMONT
BEALE
MAIN
SPEAR
STEUART
HARRISON
BRYANT
BRANNAN
TOWNSEND
THIRD
King St.
SP Terminal
I-280
China Basin
Transbay Transit Terminal
Buses Only
Muni Buses
Ferry Terminals
2 Lanes Southbound
The Embarcadero
2 Lanes Northbound
Bay Bridge
Remove Embarcadero Freeway
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Note
The Location For The "E" Line/Muni-Metro Junction Shall Be Southerly Of The YMCA Building (Assessor's Block 3715,Lot 7)

TRANSPORTATION PLAN

- — Embarcadero Roadway
- —·· Muni-Metro Light Rail Vehicle
- ····· "E" Passenger Rail Line
- - - - Freight Rail (Beltline)
- ••••• Transit Preferential Street
- → One-Way Streets
- ▬ Freeway
- ■ Terminal
- — — — Cable Car
- ▨ Closed To Through Traffic
- ○ Improved Intersection Design

Map 6

ing a major regional traffic corridor and to free major parcels of land for more effective development and increased open space, do not permit direct ramps into the Embarcadero roadway.

POLICY 2

If the elevated freeway cannot be removed in the near future, employ the following techniques for improving its appearance, reducing its impact and modifying its image as a barrier to the waterfront. Mitigate its visual bulk by heavy planting and mounding. Expand the vines which are growing on the freeway columns near the Ferry Building, so that the structure is covered in greenery. Plant a dense row of sycamore and poplar trees near the freeway to break up the massive visual effect. Mitigate noise impacts by applying acoustical material to the underside of the first and second levels and use double paned glass between the two levels in problem areas near the Agricultural Building, Ferry Building, and YMCA. Improve its appearance in the most visually impacted areas, particularly at Broadway, Market and Howard Streets. Remove parking under the freeway to reduce its physical impact and improve the pedestrian environment. Program activities under the structure on a seasonal basis to further modify its image as a physical barrier to the waterfront.

Freight Rail Line

POLICY 1

North of Howard Street, locate the Beltline in the Embarcadero transit median and share tracks with the Embarcadero transit line.

POLICY 2

From Howard Street, relocate the Beltline Railroad to Steuart Street to reduce its impact on the waterfront and create water-related activities.

POLICY 3

Between Harrison Street and Pier 38, keep the Beltline in its present location along the inland side of the Embarcadero roadway.

POLICY 4

South of Pier 38 continue the Beltline on its own track but run it in a center median along King Street.

POLICY 5

Maintain spur tracks to Piers 26, 28, 30 and 32 from locations on the inland side of the roadway to serve maritime use. Separate the roadway from the piers south of the Bay Bridge with a wide truck access area. Provide rail storage and additional truck parking for maritime piers on Blocks 3771 and 3772.

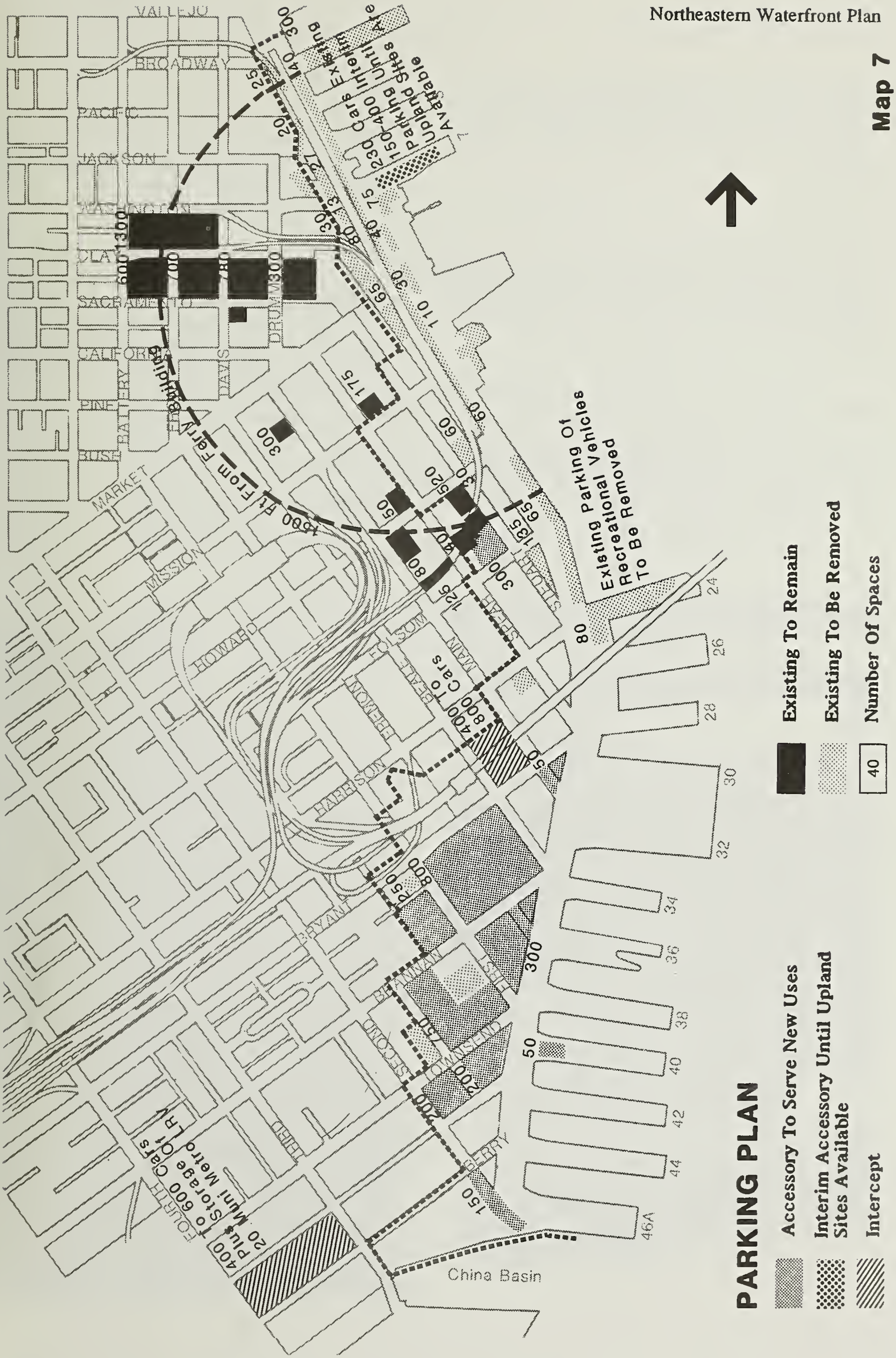
Transit

POLICY 1

Build a rail transit system to operate on the median dual track transitway (the Embarcadero "E" line) from Fort Mason to the Southern Pacific Depot. The vehicle should be historic in character in order to provide a special waterfront transit identity. Make the system compatible with Beltline freight operations and compatible with the Muni-Metro light rail vehicles proposed to use the break-out

Map 7

PARKING PLAN


Accessory To Serve New Uses
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Intercept
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BROADWAY
PACIFIC
JACKSON
WASHINGTON
CLAY
SACRAMENTO
CALIFORNIA
PINE
BUSH
MARKET
MISSION
HOWARD
FOLSOM
HARRISON
BRYANT
BRANNAN
TOWNSEND
BATTERY
FRONT
DAVIS
DRUMM
MAIN
BEALE
FREMONT
SPEAR
STEUART
SECOND
THIRD
FOURTH
BERRY
1500 Ft From Ferry Building
Existing 230 Cars Interim 150-400 Until Parking Sites Upland Available
Existing Parking Of Recreational Vehicles To Be Removed
To Cars
400 to 600 Cars Plus Storage For 20 Muni Metro LRV
China Basin
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from subway service at Steuart Street. Provide dual tracks to be shared by the light rail and E-line cars between Howard Street and the Southern Pacific Depot.

POLICY 2

Provide a storage facility for E-line vehicles under the stub end of the Interstate-280 freeway near King and Fourth Streets, in a small portion of the area proposed as an intercept parking lot.

POLICY 3

Provide transit stops at Pacific, Market, Mission, Folsom, Bryant, Brannan, Townsend, Second and Fourth Streets.

POLICY 4

Ensure convenient pedestrian connections between the intercept parking garages (on Blocks 3767 and 3803) and the rail transit stops.

POLICY 5

If found to be feasible after further analysis, extend certain trolley and bus lines and the California Street Cable Car to the Ferry Building. Facilitate pedestrian movement from Justin Herman Plaza to the Ferry Building.

POLICY 6

Prohibit heliports or STOL ports.

VIA CALIFORNIA ST.

NOTES

1. Illustrative plans and graphics are not an official part of the Plan.

2. The size of Port piers and buildings is derived from prints of Port base maps which may not be completely accurate. Their true size, as determined by field examinations, shall govern rather than the estimates contained in this Plan.

3. **Glossary of Terms**

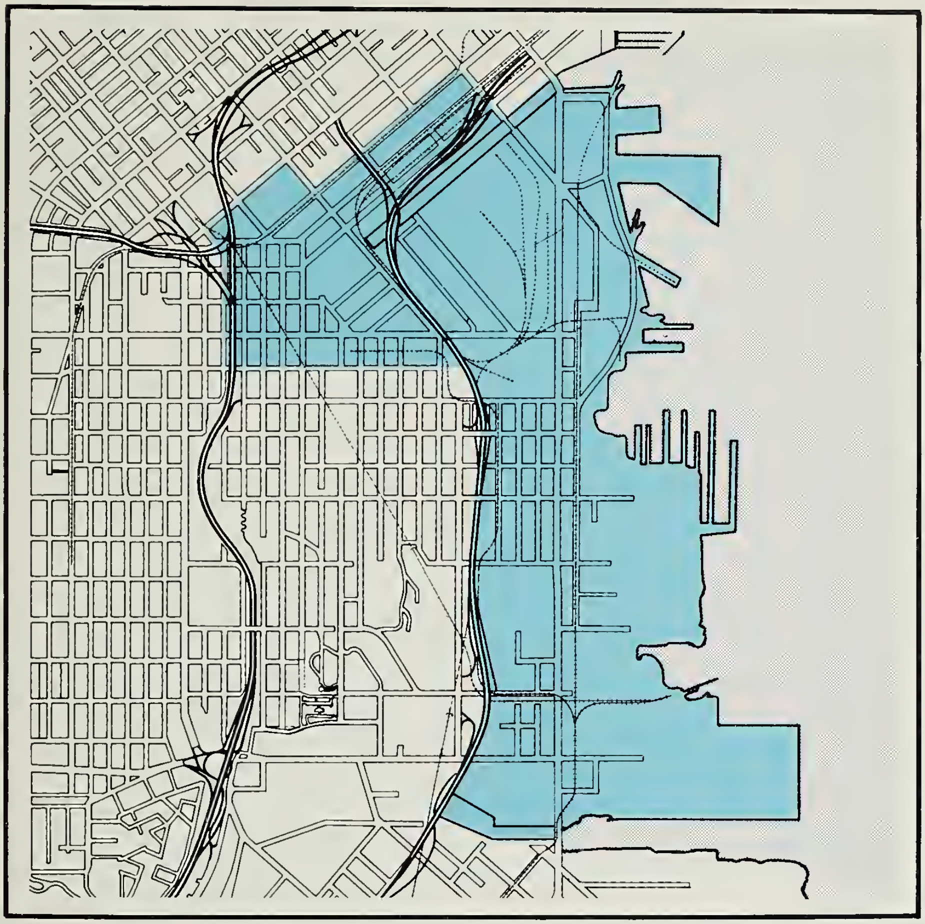
   Bay-Oriented (or Water-Oriented) Commercial Recreation and Bay-Oriented Public Assembly: Facilities specifically designed to attract large numbers of people to enjoy the Bay and its shoreline, such as restaurants, cafes, specialty shops, hotels, boatels, theaters, concert halls, galleries, amusements, night clubs and cabarets.

   Fill: Material including earth and pilings; any water coverage, whether on pilings or by cantilever, and floating structures moored for extended periods of time, such as houseboats and floating docks, but excluding historic ships.

   Maritime: Referring to industrial, commercial and other operations directly related to the conduct of waterborne commerce or navigation, including shipping, commercial fishing and related or accessory uses. The term maritime does not refer to such uses as water-oriented restaurants or marinas for sport fishing or recreational boats.

CENTRAL WATERFRONT

CENTRAL
WATERFRONT



AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

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MASTER PLAN

CENTRAL WATERFRONT

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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CENTRAL WATERFRONT

INTRODUCTION

Purpose

The purpose of this Area Plan is to guide the future development of the Central Waterfront in a manner serving the varying needs and interests of San Francisco. The Plan establishes goals, objectives and policies providing direction for private and public investment in the area. It calls for development that will meet the City's pressing economic and employment needs without sacrificing environmental quality. The Plan will become an element of the San Francisco Master Plan and will set the official planning policies for the area.

The Central Waterfront Area Plan is designed for use by private enterprise, City government, and the general citizenry. By providing a consolidated statement on the future of the Central Waterfront, the Plan indicates to private enterprise what kind of development is being sought and what type of City support can be expected. The Plan presents a key coordinating tool for government programs involving capital projects and improvement proposals, and will also be used for evaluating any potential use of City-owned property. The Plan additionally conveys to the citizenry a statement of community needs and aspirations and of how the development of the Central Waterfront will assist in satisfying these.

Relation to the Master Plan

The updating and revision of the City's Master Plan as mandated by the City Charter has resulted in the adoption of numerous plan elements over the last decade. One of these, the Commerce and Industry Element, was adopted by the City Planning Commission in June, 1978. This element sets forth the planning principles to be applied in shaping the economic future of the City.

A critical issue addressed in the Commerce and Industry Element concerns the changing structure of the San Francisco economy. The once strong industrial component has declined and given way to the rapidly expanding office and commercial sectors. This structural shift in the local economy is mirrored in the changing composition of the labor force employed in the City as white collar professionals, many of them commuters, are replacing blue collar workers, who are often City residents.

Problems arising from this changing economic function of the City are becoming increasingly apparent. There is the danger stemming from overreliance on a limited number of economic sectors to provide jobs, especially during recessionary periods. The ability and speed with which resident workers can adjust to the job requirements of white collar employment remains uncertain. The daily influx of several hundred thousand commuters has adverse effects on air quality, traffic congestion, parking, and the demand for scarce public services. The character of San Francisco neighborhoods is also being altered. White collar professionals seeking living quarters are pushing up the price of housing and their spending patterns are leading to changes in the type of goods and services offered on neighborhood commercial streets.

The above factors were considered in arriving at the objectives in the Commerce and Industry element strongly favoring the diversification of San Francisco's economic base and the improvement of the industrial and maritime sectors. The implementation program for the element calls for the preparation of industrial district improvement plans as a means of realizing these objectives. The Central Waterfront Area Plan represents a step toward fulfilling this task.

The Central Waterfront Area Plan emphasizes maritime and economic development policies, while at the same time establishing policies regarding transportation, housing, recreation, and urban design. The formulation of these policies is based on the existing policies established respectively in the Transportation, Residence, Recreation and Open Space, and Urban Design elements of the Comprehensive Plan.

Background

Description

The Central Waterfront covers the eastern shoreline of San Francisco between China Basin and Islais Creek and adjacent inland areas. The land area totals 900 acres or 1.4 square miles.

Industrial uses dominate the Central Waterfront; however, much of the industrial activity takes the form of low intensity distribution functions such as wholesaling and storage. Rail yards consume approximately one-third of the land. Trucking and warehousing facilities are present on the rail property as part of the railroad's intermodal operations. Manufacturing activity is limited and generally declining, though several manufacturers

remain healthy. Some industrial buildings have been salvaged through commercial reuse. A major design center is emerging in the northwest section of the area and is being developed through the conversion of brick warehouses to showrooms for interior design products.

The Port of San Francisco has jurisdiction over the shoreline of the Central Waterfront area. Current maritime activities within this area include: Pier 48 — Forrest Terminals Paper dock; Pier 50 — break bulk general cargo dock; Pier 54 — Continental Maritime welding/ship repair facility; Pier 70 (Alvord Grant) — auto terminal and fuel dock; Pier 80 — San Francisco Container Terminal North; and Pier 84 — break bulk general cargo dock. In association with these maritime operations, two major railroad holding yards exist — Santa Fe Railroad and Southern Pacific Railroad's Mission Bay Yard. These railroads not only serve the Port, but they also serve other industries based in San Francisco.

Also located along the shoreline within Port jurisdiction is the former Bethlehem Steel Shipyard. This yard consists of a number of dry docks for repairs of merchant vessels, as well as "ship ways" for the construction of barges. This property is leased by the Port to Southwest Maritime, a ship repair company.

The Central Waterfront area contains uses other than those involving industrial and maritime activities. A small residential neighborhood of several hundred inhabitants and supporting commercial uses is situated there. Other commercial uses in the area cater to the needs of workers and businesses. Recreational opportunities are provided at selected sites on the shoreline where public access points to the Bay have been established. A Muni bus maintenance yard is also located in the area.

The zoning of the Central Waterfront reflects its potential for accommodating high levels of industrial activity. Nearly the entire area is zoned M-2, the designation for heavy industry. Exceptions include RH-2 and RM-3 zoning covering the existing housing and RC-2 zoning for areas with a mix of residential/commercial uses. Public use areas are classified with the P zone. Limited areas of M-1 zoning, the designation for light industry, can be found along the borders of the Central Waterfront.

Access to the Central Waterfront is afforded through the close proximity of the freeway network and through local transit service and a commuter railroad. Although it appears that access to the Central Waterfront might be adequate, the infrequent bus and rail service are actually contributing factors to the area's perceived remoteness. The lack of parking for trucks and automobiles and the poor condition of public streets also act as hindrances to the area's accessibility.

History

The Central Waterfront area exists today as a man-made landscape. Its natural appearance prior to the incorporation of the City and County of San Francisco has undergone a complete transformation. The creeks, marshes, waters and hills that dominated the area in 1850 have vanished in favor of flat lands and Bay fill. This transformation occurred early in the City's history and was accompanied by the development of industrial, maritime and residential uses.

The section of the Central Waterfront north of 16th Street, now used for industrial and railroad activities, covers the former site of Mission Bay and Mission Creek. The waters of Mission Bay included approximately 260 acres, and though shallow, were navigable by draft vessels. Mission Creek was the main drainage for the eastern slopes of Twin Peaks and adjacent areas and was lined with salt marshes where Bay tides intruded. The marshes surrounding Mission Bay and Mission Creek occupied an additional 330 acres and extended inland westward of Potrero Hill to what is now Twentieth and Harrison Streets.

Filling of the marshes commenced in the 1850's and was undertaken by individual lot owners and as part of the construction of toll roads that bridged Mission Bay. Southern Pacific railroad acquired the bulk of the Mission Bay property in 1868 and 1869 from the State of California and private land owners. The railroad gradually filled Mission Bay during the later 19th and the early 20th centuries.

The filling of Mission Bay was aided by the action of the Atchison, Topeka and Santa Fe railroad in the China Basin area. As part of a lease condition from the State of California, the railroad in 1901 and 1902 reclaimed the tidelands and developed tracks and warehouse facilities. Only China Basin Channel was spared reclamation and remains today as a waterway.

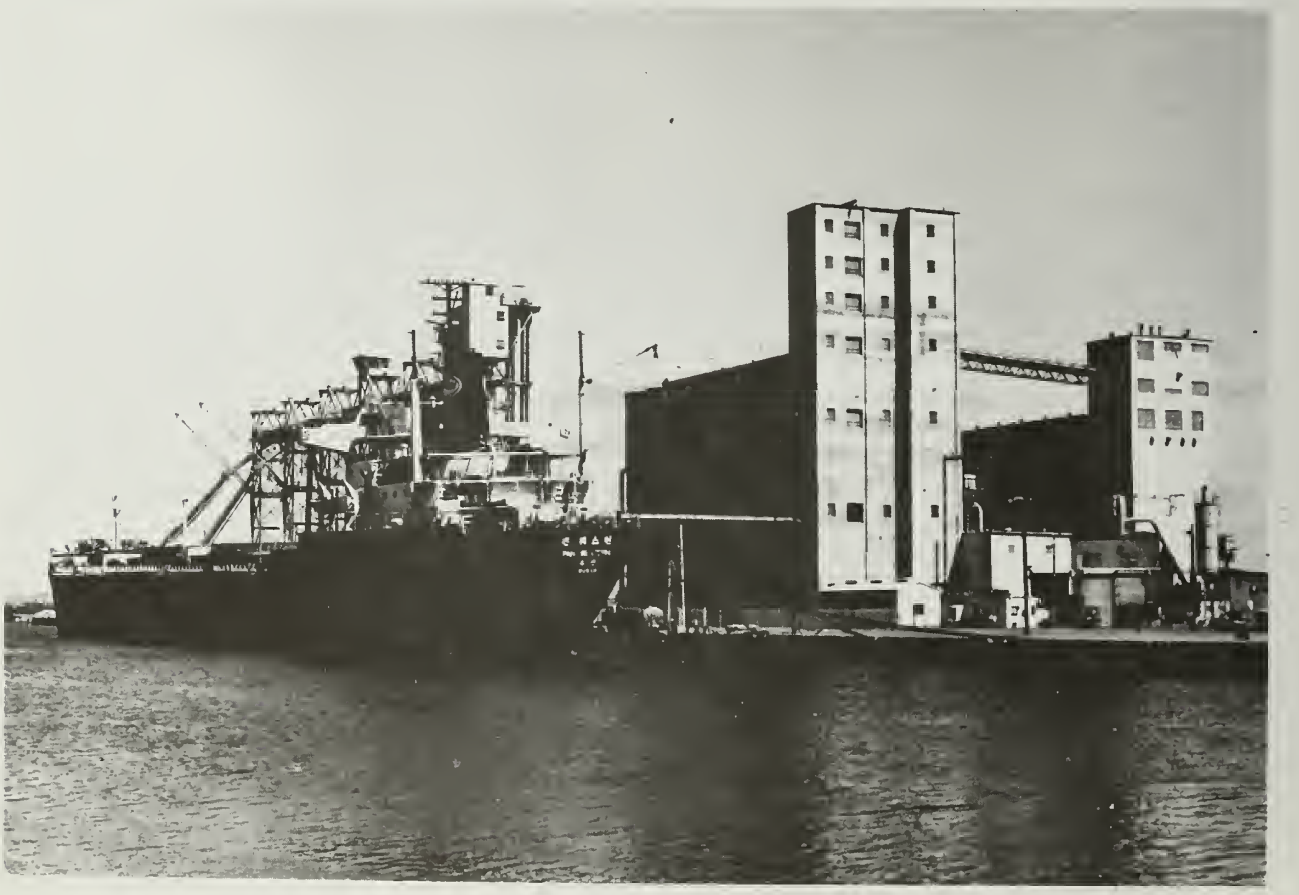
Land use in the area was dominated by railroad activities, though other uses existed outside the railyards. To the west, where reclamation occurred earliest, brick warehouses were constructed as the area assumed an industrial character. On the waterfront, several finger piers were in active maritime use. One of these, Pier 50, is now the site of Mission Rock Terminal. With a capacity to berth six ships simultaneously, it was the largest pier on San Francisco Bay when completed in 1950.

The section of the Central Waterfront south of Central Basin to just north of Army Street was once a peninsula known as Potrero Point. The slopes of the peninsula extending from Potrero Hill rose to an altitude of 100 feet or more above the Bay. The area has been flattened and filled over the years to such an extent that no vestige of its former shape remains.

The deep water adjacent to Potrero Point created an excellent opportunity site for development. The earliest activities to locate there were shipbuilding, ship repair and gunpowder storage. The Tubbs Cordage Company was established in 1856 on a leveled site now occupied by Muni's Woods Yard. Included in the project was a 1500 foot rope walk which extended into the Bay and probably served a secondary purpose as a loading wharf. William Alvord received a grant of submerged property which he filled in order to construct the Pacific Rolling Mills in 1867. Pier 70 is now on this site. As fill increased, other industries located in the Potrero Point area. The San Francisco Gas Light Company commenced operations in 1872 and parts of it exist today in the present plant owned by the Pacific Gas and Electric Company. Other factories set up in this area included the California Poppy Soap Company, the Sea Island Sugar House, and the California Sugar Refinery.

The major leveling of hills on Potrero Point occurred in conjunction with the construction of the Union Iron Works in the 1880's. Though originally known for machinery production, the Union Iron Works was also active in the shipbuilding field. Its purchase in 1905 by Bethlehem Steel led to an expansion of its shipbuilding efforts. Ship production peaked during the two world wars and was augmented with repair and maintenance work during other times.

The decision by Western Pacific railroad to fill its property south of the Gas Works finalized the elimina-



tion of Potrero Point as a peninsula. The Potrero Point shoreline was thus united with that of Islais Creek Basin.

The urban transportation system of the 19th century would not allow the separation of residential from industrial land uses to the degree that prevails today. Workers required housing in close proximity to their places of employment. Homes, hotels and boarding houses were constructed in the Central Waterfront area as residences for workers. Irish Hill was once a prominent working class neighborhood in the area until it was demolished to accommodate Bethlehem shipyard expansion during World War II. With few exceptions, most residences were demolished over the decades. The remaining ones can be found in a neighborhood adjacent to 22nd Street, sometimes called Dogpatch, and along Tennessee Street near Eighteenth.

The section of the Central Waterfront from Twenty-fifth Street south to Islais Creek Channel developed most recently. Islais Creek originally drained the area stretching from Twin Peaks and Glen Park to Alemany Gap before flowing into San Francisco Bay. It still flows into San Francisco Bay, although its course today runs through a concrete aqueduct beneath Interstate 280.

Islais Creek and the marshes surrounding were viewed as a barrier to the southern development of San Francisco. Organized efforts for reclamation were unsuccessful until 1925, when the passage of State legislation enabled the creation of the Islais Creek Reclamation District. The District was successful in filling the marshes and tidelands, dredging Islais Creek, and including a turning basin at its western end to allow room for ship maneuvering.

Industrial development was generally delayed until after World War II. During the war the area was the site of temporary housing. Demolition occurred after the war and much of the area was subsequently developed as a industrial park with single story concrete buildings. South of Army Street, food and oil processing plants were developed.

The most recent filling of Islais Creek occurred during the construction of Pier 80, formerly the Army Street ship Terminal. Financed by a bond issued approved by California voters in 1958, the terminal went into operation in 1967.

Land modification and Bay fill, both to accommodate the needs of economic activities, epitomize the historical development of the Central Waterfront. The recent history has taken a different turn. The establishment of the Bay Conservation and Development Commission, empowered to control activities on the Bay shoreline, has led to severe limitations on Bay filling. Changes in the locational economics of industry have resulted in firm closures and relocations. The area today is suffering from economic deterioration with employment and production drastically reduced from former levels.

Conditions and Trends

Key indicators of the general conditions is the Central Waterfront all declined during the last decade. The data on trends in population, land use, and employment, documents the magnitude of the decline. Projections for these indicators show a further decline, although the bright spots now appearing in the economy may suggest a more favorable future is attainable for the area.

The residential population of the Central Waterfront, which totaled 531 in 1970, has declined in pace with the removal of housing units. The construction of Interstate 280 and the Muni bus maintenance yard are the most recent causes for residential demolitions. However, the area is benefitting from the current trend of private rehabilitation of the City's housing stock and the condition of the existing units appears to be improving.

Data collected from 1961 and 1970 land use surveys show a 100 acre decline of land in industrial use in the Central Waterfront. In contrast, land in transportation and utility uses increased by 120 acres. Land in public use increased owing to freeway and bus yard construction. The amount of vacant land declined as conversion occurred to public and storage use. Only a few acres of vacant land remain in the area.

Despite the proximity of the Central Waterfront to downtown, there has been no general trend toward intensification of land use. Most new construction has continued in the form of low intensity uses such as trucking depots and warehouses. One promising trend that actually represents an intensification of land use is the development of showrooms for interior design products in formerly vacant warehouses. This is being augmented by the establishment of commercial service uses to support the showroom activities.

From 1965 to 1970, when citywide employment increased by 12 percent, employment in the Central Waterfront dropped by 22 percent from 16,304 to 12,557 jobs. Major declines were registered in manufacturing and wholesale trade with transportation showing a smaller decline. Minor employment gains occurred in construction and commercial activities. The area has suffered additional employment losses since 1970 with the closing and relocating of firms in the metals products and ship repair industries.

An exception to the decline in manufacturing employment is the apparel industry, with several firms in this field having recently located in the area. Increases in construction employment are due to the area's use for the storage of construction supplies. Though new trucking, warehousing, and wholesale trade facilities have been constructed, potential net employment gains have been offset by closures and relocations of older firms and other losses of employment due to technological change and declining citywide demand.

Projections through the year 2000 show reductions in employment and in land used by industry. Employment is projected to drop by as many as 3100 jobs, with the services sector the only one forecasted to require additional workers. Industrial land use is projected to decline by a total of 13.9 acres consisting of an 8.3 acre drop in industrial plant space and a 5.6 acre drop in warehouse space.

Maritime trade through the Port of San Francisco has dropped drastically since the mid-1960's due to pier deterioration and the construction of modern facilities at competing Bay ports. The Central Waterfront has felt the effects of the decline in Port activity. Several major Port tenants have ceased operations in the area in recent years including American President Lines, and Triple A Ship Repair. Replacement tenants have been found in a few instances, and while most piers do support some maritime activity, it is at a level far below their cargo-handling capacities.

The decrease in the Port's general cargo trade can be attributed to technological changes within the maritime industry. Containerization has created the demand for the construction of new facilities at ports throughout the world. Whereas the Port of San Francisco did not convert to containerization until recently, the Port of Oakland, with federal assistance, developed one of the world's largest container ports and subsequently, drew shipping lines from San Francisco.

COLUMBUS VIRGINIA
HAMBURG

Modern port facilities require substantial back-up land for equipment operation, storage, and intermodal cargo transfers. Investment in new capital facilities by the Port of San Francisco has occurred in the area south of China Basin where adequate back-up land is available. This southerly shift in the Port's maritime operations is reflected in the cargo tonnage statistics: In 1969, the Port's cargo tonnage was equally distributed between the piers north and south of China Basin, by 1977, 67% of the cargo was handled in the southern portion.

Present and future trends point to the strong potential for revitalizing San Francisco's maritime economy. Cargo projections for the upcoming decades show increasing maritime traffic for Bay ports with a substantial proportion allocated to the Port of San Francisco. Congestion at the Port of Oakland combined with the availability of facilities in San Francisco should give the Port a competitive edge in attracting this increase in shipping activity. The opening of trade with the Peoples Republic of China should also have a long-term positive impact on the Port of San Francisco.

Favorable economic trends are beginning to appear in the Central Waterfront. The previously identified healthy components of the local economy, apparel manufacturing and interior design activities, are now undergoing expansion and future growth is anticipated. Changing conditions in the overall San Francisco economy could also bode well for the Central Waterfront. The boom in downtown highrise construction is causing some displacement of professional firms which are relocating in the South of Market area and are forcing upward pressure on rents. The displaced firms are often able to outbid existing industrial and downtown support activities for space. With the suburban industrial parks nearing full occupancy, the South of Market firms are seeking suitable sites for operation within San Francisco. The Central Waterfront is one of the few areas in the City that can accommodate industrial uses. This trend combined with expected increase in transportation costs from the suburbs could make the Central Waterfront a desirable location for certain industries.

In summary, the future of the Central Waterfront is uncertain. Although statistical projections show a continuation of the declines experienced in the recent past, there are several strong points in the local economy which are expected to grow. Maritime trade could increase, but only if the Port of San Francisco is aggressive in developing and marketing modern cargo-handling facilities. The Central Waterfront's general attractiveness for economic activities could also be boosted by the competition for a limited supply of industrial land in San Francisco.

Overall Goal

The overall goal of this Plan is to create in the Central Waterfront area a physical and economic environment conducive to the retention and expansion of San Francisco's industrial and maritime activities. This goal is set forth in order to reverse the pattern of economic decline in the area and to establish a land base for the industrial and maritime components of the San Francisco economy. The following objectives and policies are designed to:

1. Increase employment opportunities for San Francisco's unemployed and underemployed residents;

2. Enhance the working environment to stimulate business growth; and

3. Improve the area's appearance and attractiveness.

OBJECTIVES AND POLICIES

LAND USE

OBJECTIVE 1

STRENGTHEN AND EXPAND LAND USES ESSENTIAL TO REALIZING THE ECONOMIC POTENTIAL OF THE CENTRAL WATERFRONT.

POLICY 1

Encourage the intensification and expansion of industrial and maritime uses.

POLICY 2

Preserve and protect the Central Waterfront area as a land base for San Francisco industry. Prevent the conversion of land needed for industrial or maritime activity to non-industrial use.

POLICY 3

Promote new development which has minimal adverse environmental consequences. Assure that the adverse environmental impacts of new development are fully mitigated.

OBJECTIVE 2

MAINTAIN AND DEVELOP ADDITIONAL USES ON LAND SURPLUS TO INDUSTRIAL AND MARITIME NEEDS.

POLICY 1

Preserve existing residential uses and develop limited new housing.

POLICY 2

Retain existing commercial uses and expand as needed to serve increases in the working and residential populations.

POLICY 3

Improve, expand, and develop recreational areas at established public access points along the waterfront enabling public use and enjoyment of the shoreline.

INDUSTRY

OBJECTIVE 3

RETAIN, EXPAND, AND PROTECT INDUSTRIAL ACTIVITY IN THE CENTRAL WATERFRONT.

POLICY 1

Promote industrial expansion through maximizing and intensifying the use of existing facilities and properties, rehabilitating older industrial structures, and developing vacant land with industrial uses.

POLICY 2

Encourage the consolidation of rail operations and unnecessary tracks and facilities to increase land available for industry. Assure no reduction occurs in needed present or future rail service to San Francisco.

POLICY 3

Develop and promote training programs to target local residents for employment opportunities resulting from new economic development.

POLICY 4

Establish and promote financing programs to provide funds for local business development.

POLICY 5

Support the expansion of small businesses and firms in newly emerging industries.

POLICY 6

Encourage the growth of firms which strengthen or complement the maritime operation of the Port, either by directly engaging in maritime activities or by providing ancillary services.

POLICY 7

Remove antiquated and overly restrictive provisions from City codes that impose undue burdens on industry and restrict expansion efforts, but maintain requirements designed to protect and enhance environmental quality.

POLICY 8

Avoid encroachment of incompatible land uses on viable industrial activity by appropriately zoning and mapping industrial districts. Resolve potential land use conflicts in a manner that recognizes the importance of industrial activity to the well-being of San Francisco.

POLICY 9

Deliver key public services, including police, fire, sanitation and transportation at levels necessary to support and encourage industrial activity.

POLICY 10

Assist firms displaced from other parts of San Francisco, especially those displaced by downtown office expansion, in locating in the Central Waterfront.

POLICY 11

Attract new industries that create employment opportunities for City residents, add tax revenues in excess of public service costs, and strengthen and diversify San Francisco's economic base.

MARITIME

OBJECTIVE 4

RETAIN AND EXPAND MARITIME USES ALONG THE CENTRAL WATERFRONT.

POLICY 1

Retain all existing maritime general cargo facilities along the Central Waterfront (Piers 48, 50, 70, and 80).

POLICY 2

Retain all existing ship repair operations along the Central Waterfront (Pier 54 and the former Bethlehem Yard).

POLICY 3

Encourage the expansion and modernization of maritime cargo handling facilities and the development of container facilities along the Central Waterfront.

WALLENIUS LINES

POLICY 4

Reserve land adjacent to the waterfront as required for maritime support use.

COMMERCE

OBJECTIVE 5

PROVIDE A QUANTITY AND MIX OF COMMERCIAL ACTIVITIES NECESSARY TO SERVE THE LOCAL NEEDS OF THE CENTRAL WATERFRONT.

POLICY 1

Promote the retention and improvement of existing commercial activities that support local residential, industrial, maritime, and recreational uses.

POLICY 2

Support the expansion of commercial uses if needed to serve demand generated by new development.

POLICY 3

Prevent new office development, except that which serves a principal industrial or maritime use in the Central Waterfront.

POLICY 4

Encourage water-oriented commercial recreation activities at public access points along the shoreline.

RESIDENCE

OBJECTIVE 6

RETAIN AND IMPROVE EXISTING RESIDENTIAL USES IN THE CENTRAL WATERFRONT AND DEVELOP A LIMITED QUANTITY OF NEW HOUSING.

POLICY 1

Encourage the preservation and rehabilitation of the existing housing stock.

POLICY 2

Encourage additional housing within established residential areas.

POLICY 3

Promote major new residential development near China Basin Channel on underutilized land suitable for housing and surplus to the needs of industry.

POLICY 4

Require new residential developments to include an adequate supply of low and moderate income units and provide a mix of units types to accommodate a variety of household sizes.

POLICY 5

Provide rent supplements and assist in local home ownership to avoid displacement of existing residents.

TRANSPORTATION

OBJECTIVE 7

IMPROVE THE ACCESSIBILITY OF THE CENTRAL WATERFRONT.

POLICY 1

Improve citywide and regional transit access to the Central Waterfront.

POLICY 2

Establish an official truck route system along the designated major and secondary thoroughfares to facilitate truck movements within and through the Central Waterfront and to minimize the adverse impacts of truck movement on adjacent residential, commercial, and recreational land uses.

POLICY 3

Extend a Light-Rail Vehicle line through the Central Waterfront along the Third Street corridor connecting to the Southern Pacific Depot and the proposed Embarcadero rail line.

POLICY 4

Improve transportation access on Third Street by implementing design changes in traffic lanes, turning bays, and signal timing.

POLICY 5

Improve regional highway access by completing the proposed State Route 230 (Hunter's Point Parkway) and the proposed on-ramp to Interstate 280 immediately south of Islais Creek Channel.

POLICY 6

Provide adequate rail and truck access to all maritime piers.

OBJECTIVE 8

IMPROVE TRANSPORTATION CONDITIONS WITHIN THE CENTRAL WATERFRONT.

POLICY 1

Improve internal vehicular circulation through the construction, repair, and maintenance of public streets, and the provision of appropriate signing and lighting.

POLICY 2

Maintain and construct sidewalks on streets with pedestrian traffic.

POLICY 3

Encourage the use of public transit, carpooling/vanpooling, and jitney service to minimize the consumption of scarce industrial land for commuter parking lots. Where demand for parking can be clearly established, give preference to parking structures as opposed to open lot parking.

POLICY 4

Provide short-term parking to support wholesale, design, and related activities. Develop parking treatments for on-street spaces to assure short-term turnover of vehicles.

POLICY 5

Require off-street parking facilities for freight loading and service vehicles in all major new developments and incorporate these in older buildings where feasible. Provide short-term loading spaces on the street for routine deliveries and essential services, with strict enforcement of time limits.

POLICY 6

Develop a parking reservoir to serve downtown travelers on underutilized land north of China Basin Channel beneath the stub-end of Interstate 280. Provide frequent shuttle service from the reservoirs to downtown using transit, jitneys, or other means.

POLICY 7

Encourage new developments to provide pedestrian amenities and transit access improvements such as pedestrian resting areas, bus stop shelters, and transit information displays.

RECREATION AND OPEN SPACE

OBJECTIVE 9

PROVIDE PUBLIC ACCESS AND RECREATIONAL OPPORTUNITIES ALONG THE SHORELINE.

POLICY 1

Maintain and improve the quality of existing shoreline recreational areas at Central Basin and Warm Water Cove.

POLICY 2

Expand existing recreational areas and establish new ones at China Basin Channel and Islais Creek Channel, so long as compatible with present or planned maritime activity.

POLICY 3

Provide public overlooks, viewing areas, and open spaces with convenient pedestrian access in areas of maritime activity.

URBAN DESIGN

OBJECTIVE 10

ACHIEVE AN AESTHETIC URBAN FORM IN THE CENTRAL WATERFRONT CONSISTENT WITH THE ECONOMIC DEVELOPMENT OF THE AREA.

POLICY 1

Reinforce the visual contrast between the waterfront and hills by limiting the height of structures near the shoreline. Relate the height and bulk of new structures away from the shoreline to the character of the topography and existing development.

POLICY 2

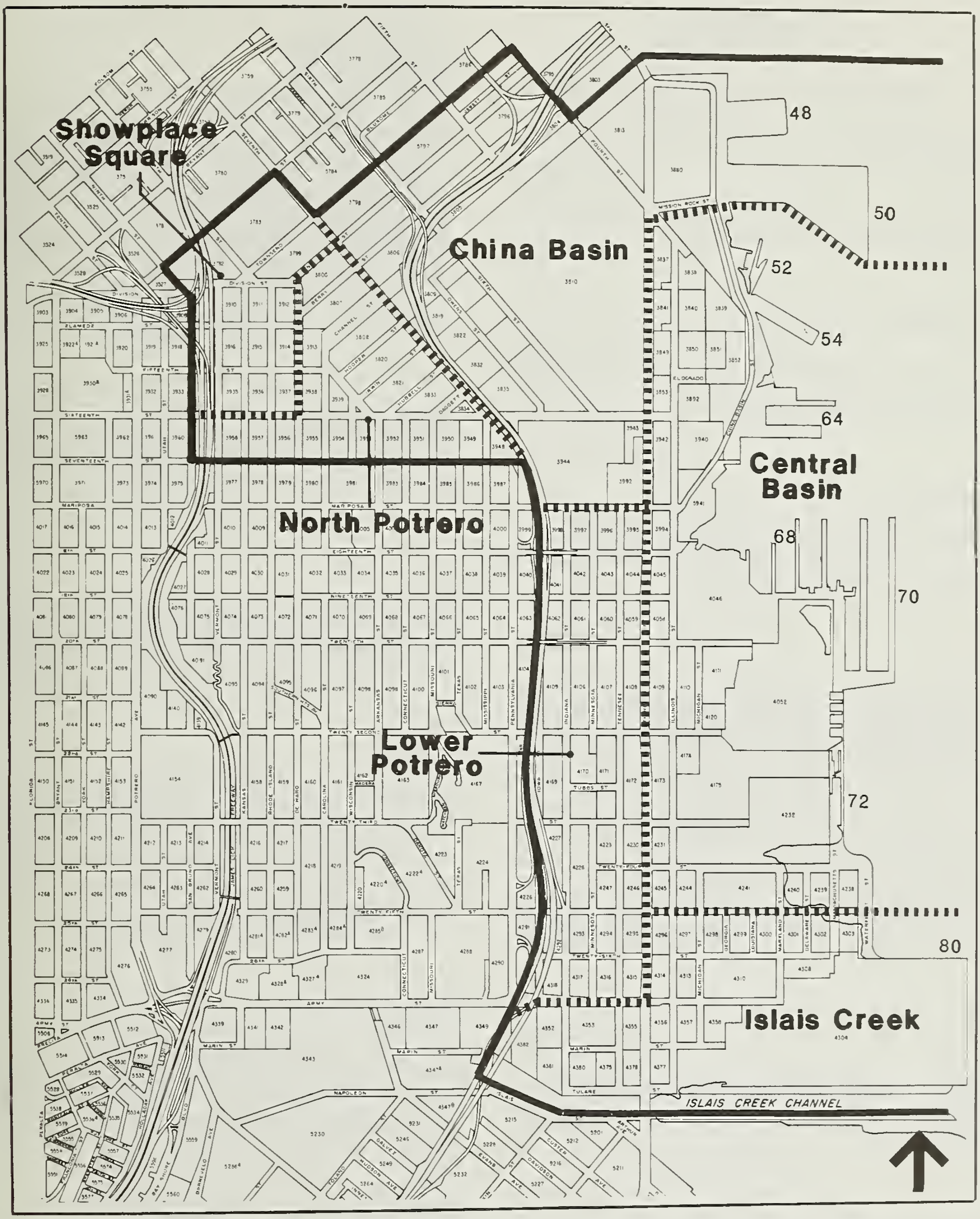
Protect and create views of the downtown skyline and the Bay. Design and locate new development to minimize obstruction of existing views.

POLICY 3

Encourage the rehabilitation of architecturally or historically significant buildings with reuse potential.

POLICY 4

Encourage the inclusion of recreational facilities, outdoor leisure areas, and public open spaces in new private developments.


Showplace Square
China Basin
Central Basin
North Potrero
Lower Potrero
Islais Creek
ISLAIS CREEK CHANNEL
48
50
52
54
64
68
70
72
80

CENTRAL WATERFRONT
Planning Area

Map 1

SUBAREAS

SHOWPLACE SQUARE AREA

OBJECTIVE 11

DEVELOP A MAJOR DESIGN CENTER IN THE SHOWPLACE SQUARE AREA.

POLICY 1

Encourage the expansion of the area's predominant use for the exhibit, marketing, and wholesale trade of interior design products.

POLICY 2

Encourage the development of a community design center for neighborhood use.

POLICY 3

Encourage the development of ancillary commercial activities to serve the area's businesses, workers, and visitors.

POLICY 4

Encourage the evening use of buildings and facilities for business, entertainment, public assembly, and ceremony.

POLICY 5

Assist in relocating within San Francisco any industrial uses displaced by the expansion of design-related activities.

OBJECTIVE 12

DEVELOP TRANSPORTATION IMPROVEMENTS TO ENHANCE PEDESTRIAN CIRCULATION AND FACILITATE TRAVEL AND GOODS MOVEMENT TO AND WITHIN THE SHOWPLACE SQUARE AREA.

POLICY 1

Redesign the roadway and sidewalk at the intersection of Eighth, Townsend, Division, and Kansas Streets to create a major pedestrian link to the adjacent activity centers and to provide for safe traffic flow. Include attractive landscaping, quality sidewalks, and street furniture to improve the pedestrian environment.

POLICY 2

Determine the present and future use status of all spur tracks and effectuate the removal of the abandoned, unused, or unnecessary trackage. For those spur tracks scheduled for retention, strictly enforce the street maintenance responsibilities of the users.

POLICY 3

Construct and maintain sidewalks throughout the Showplace Square Area and provide street beautification improvements for pedestrian enjoyment.

POLICY 4

Develop parking control measures establishing areas for short and long-term automobile parking and truck loading. Use appropriate on-street parking controls, such as signing and metering, to indicate areas for short-term automobile parking and truck loading.

POLICY 5

Construct a multi-story parking facility as needed to serve increased demand for parking generated by new development. Encourage the conversion of surface parking lots to more intensive use.

OBJECTIVE 13

PRESERVE AND EXPAND THE HISTORIC INDUSTRIAL CHARACTER OF THE SHOWPLACE SQUARE AREA.

POLICY 1

Encourage the retention and promote the reuse of buildings with brick and timber construction.

POLICY 2

Encourage the design of new construction to be consistent with the existing architectural character of the area.

POLICY 3

Screen unsightly open yard and other unattractive uses from public view with aesthetic facade or landscaping.

NORTH POTRERO AREA

OBJECTIVE 14

IMPROVE AND STRENGTHEN THE INDUSTRIAL CHARACTER OF THE NORTH POTRERO AREA.

POLICY 1

Promote the rehabilitation of industrial buildings and encourage more intensive use of existing facilities.

POLICY 2

Market vacant land and buildings for light industrial uses.

CHINA BASIN AREA

OBJECTIVE 15

EXPAND MARITIME ACTIVITY IN THE CHINA BASIN AREA.

POLICY 1

Continue and expand the use of Piers 48 and 50 for general cargo and add a general cargo facility at Pier 62.

OBJECTIVE 16

PROVIDE WATERFRONT PUBLIC ACCESS AND RECREATION IN THE CHINA BASIN AREA.

POLICY 1

Develop a new waterfront recreation area along China Basin Channel. Develop both sides of the Channel west of Fourth Street for public access, viewing, and waterfront recreation. Develop a pedestrian promenade and bicycle path on the north side of the Channel between Third and Fourth Streets. Develop public viewing and fishing areas where compatible with Port maritime activities west of Pier 62. Maintain existing commercial - recreation and housing uses.

OBJECTIVE 17

DEVELOP A MIX OF NEW USES ON SURPLUS RAIL PROPERTY IN THE CHINA BASIN AREA.

POLICY 1

Identify land surplus to the operating needs of the railroads and the Port. Encourage the consolidation of rail operations, either internally or jointly, as a means of releasing land for alternative uses.

POLICY 2

Consistent with the operating needs of the railroads, develop a mixed-use neighborhood with predominantly residential uses in the area south of China Basin Channel and west of Third Sreet. Include compatible commercial and light industrial uses.

POLICY 3

Encourage the intensification of existing industrial activity and promote industrial expansion on underdeveloped sites.

OBJECTIVE 18

RELATE THE SCALE OF NEW DEVELOPMENT TO SAN FRANCISCO'S DISTINCTIVE HILL FORM, TO THE ADJACENT WATERFRONT, AND TO EXISTING DEVELOPMENT.

POLICY 1

Encourage major new development in the China Basin area to take the form of a cluster of buildings surrounded by progressively lower structures stepping down to the Channel to create a hill-like shape compatible with San Francisco's natural setting.

POLICY 2

Minimize blockage of private and public views and maintain, to the extent feasible, sightlines from Potrero Hill to the waterfront and downtown.

CENTRAL BASIN AREA

OBJECTIVE 19

EXPAND MARITIME ACTIVITY IN THE CENTRAL BASIN AREA.

POLICY 1

Reserve the water area, piers and seawall lots for the development of a container facility, to include at least two berths and 60 acres of back up land.

POLICY 2

Encourage the retention and promote the expansion of ship maintenance and repair activities at the Bethlehem site which support and strengthen San Francisco's maritime industry.

POLICY 3

Continue and expand the use of Pier 70 as an automobile receiving facility.

WALLENIUS LINES

OBJECTIVE 20

RETAIN AND EXPAND INDUSTRIAL USES IN THE CENTRAL BASIN AREA.

POLICY 1

Encourage more intensive use of existing industrial land and facilities.

POLICY 2

Assure that any power plant expansion on the Pacific Gas and Electric Company site will provide additional employment and will not adversely affect the environment.

OBJECTIVE 21

IMPROVE AND EXPAND THE WATERFRONT RECREATION AREAS AT WARM WATER COVE AND CENTRAL BASIN.

POLICY 1

Maintain existing recreational improvements at Warm Water Cove and expand to adjacent waterfront properties. Develop a waterfront picnic area and fishing pier south of 24th Street. Provide public access along the north side of the Cove and construct a fishing quay at the Bay. Shield the recreation area from surrounding industrial uses by providing attractive landscaping.

POLICY 2

Improve and expand the existing recreation area at Central Basin by developing a public beach and waterfront park, and a small boat marina, so long as compatible with existing and planned maritime and private ship repair activities.

POLICY 3

Continue the use of existing public boat ramp south of Pier 50. If future Port development necessitates, replace it with an equivalent elsewhere on the eastern shoreline.

ISLAIS CREEK AREA

OBJECTIVE 22

EXPAND MARITIME ACTIVITY IN THE ISLAIS CREEK AREA.

POLICY 1

Continue to modernize Pier 80 as a container terminal facility.

POLICY 2

Purchase the Western Pacific Railroad yard for maritime development.

POLICY 3

Continue the maritime use of Pier 84 and adjacent land.

OBJECTIVE 23

DEVELOP WATERFRONT RECREATIONAL USES ON ISLAIS CREEK CHANNEL.

POLICY 1

Develop the Islais Creek Turning Basin for recreational use and a small craft marina, if and when it is no longer needed for Port maritime activity.

OBJECTIVE 24

RETAIN AND EXPAND INDUSTRIAL USES IN THE ISLAIS CREEK AREA.

POLICY 1

Encourage industrial uses in the area west of Pier 80 south to Islais Creek Channel.

LOWER POTRERO AREA

OBJECTIVE 25

RETAIN AND EXPAND INDUSTRIAL USES IN THE LOWER POTRERO AREA.

POLICY 1

Encourage the intensification and expansion of manufacturing and wholesale trade activities.

POLICY 2

Develop the vacant and surrounding land bounded by Interstate 280, Mariposa, Twenty-Second and Third Streets with a mini-industrial park providing closure, privacy, security, open space and a buffer from neighboring residential areas through the innovative design of buildings, landscaping, sidewalks, parking, and screening.

OBJECTIVE 26

PRESERVE AND IMPROVE THE EXISTING RESIDENTIAL NEIGHBORHOOD.

POLICY 1

Protect existing housing from the adverse effects of adjacent industrial activity. Promote screening, soundproofing, and landscaping of industrial uses to minimize their impact on residential areas.

POLICY 2

Promote the retention and conservation of the existing housing stock. Support efforts to rehabilitate substandard units at affordable costs to increase the supply of decent housing.

POLICY 3

Encourage the development of new housing on vacant sites in the residential district adjacent to Twenty-Second Street from Third to Minnesota Streets.

POLICY 4

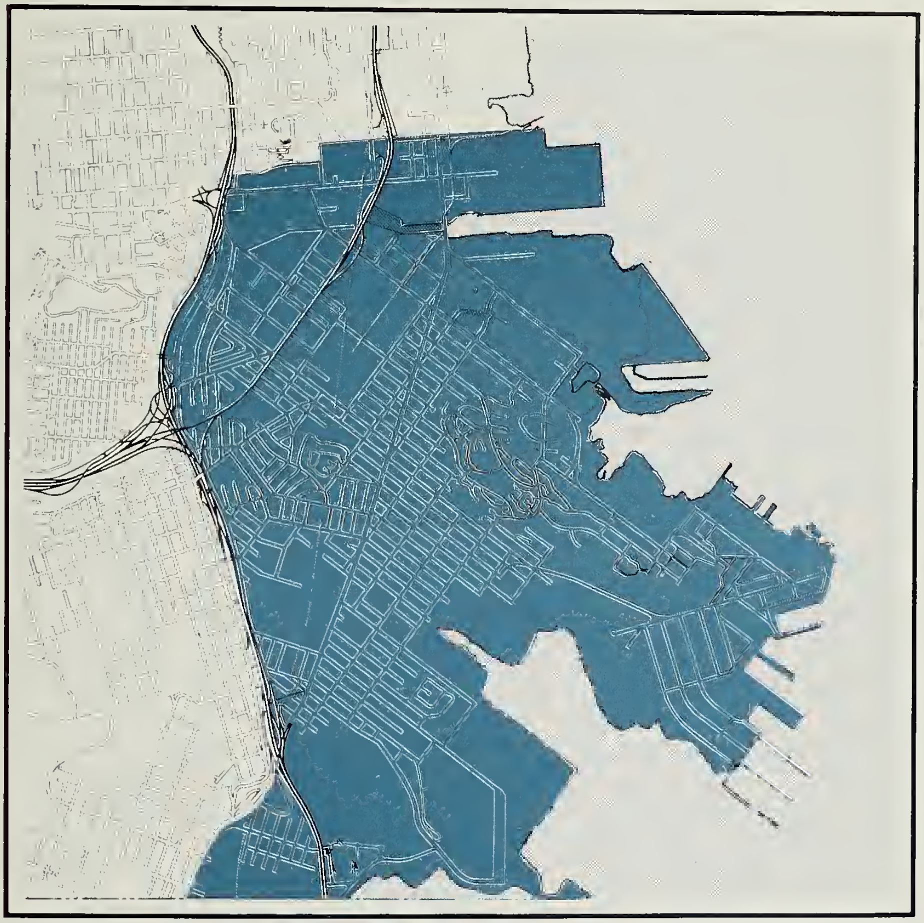
Improve existing commercial uses on Third Street and Twenty-Second Street and expand as needed to serve the local population.

POLICY 5

Improve the I. M. Scott School yard for playground use and rehabilitate the school building for community use.

SOUTH BAYSHORE

SOUTH BAYSHORE



SOUTH BAYSHORE

SOUTH BAYSHORE

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

SAN FRANCISCO MASTER PLAN

SOUTH BAYSHORE

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SOUTH BAYSHORE

INTRODUCTION

The purpose of the South Bayshore Area Plan is to guide the orderly development of the South Bayshore district in a manner consistent with local and City-wide objectives. The Plan should provide guidelines whereby the public and private enterprise can work together to fulfill the social, economic and physical development objectives with maximum benefit for all.

The primary objective of the Plan is to improve the total environment of the area, including residential opportunities and amenities, community facilities, and commercial and industrial patterns.

The policies and conclusions contained herein are addressed to the district's needs, problems, and potentials, and to the conservation and enhancement of the district's positive physical features. The Plan respects existing development by proposing no major changes in land use for built-up areas. The policies and conclusions, as they relate to existing development, are directed toward extending its useful life and making the district more functional and attractive. Proposals for the development of the South Bayshore's wealth of vacant land include major policy changes and represent a new approach to planning these areas.

Source Material

Except for the Sub-Area Plan for San Francisco Executive Park, the South Bayshore Plan is based upon the "South Bayshore Study: A Proposed Development Plan," 1969. That document should be relied upon for detailed background information, data, further rationale and considerations leading to the proposals in this Plan. The Sub-Area Plan for San Francisco Executive Park is based upon material contained in Department Case Report No. 81.197 RSEMZC, dated October 16, 1985.

TRANSPORTATION

OBJECTIVES 1 and 2

TO DEVELOP A SYSTEM FOR THE EASY MOVEMENT OF GOODS AND PEOPLE, BASED UPON PROJECTED NEEDS OF LOCAL ACTIVITIES AND THROUGH TRAFFIC, AND UPON THE TRANSPORTATION SYSTEMS OF THE CITY AND REGION.

TO IMPROVE ACCESS TO THE AREA FROM OTHER PARTS OF THE CITY, TO DEVELOP A COHERENT NETWORK OF STREETS, TO RELATE THE CIRCULATION SYSTEM MORE CLOSELY TO THE AREA IT SERVES, AND TO KEEP INTRUSIVE TRAFFIC OUT OF THE RESIDENTIAL NEIGHBORHOODS.

POLICIES AND PLAN PROPOSALS

1. The Southern-Embarcadero and James Lick Freeways are to remain unchanged except for the proposed addition of ramps to the latter at Harney Way.

2. Third Street and Army Street are proposed to remain arterials.

3. Geneva Avenue, an arterial, should be extended east, connecting with the Harney-Lick interchange.

4. Bayshore Boulevard, Evans-Innes Avenues, Oakdale Avenue west of Third Street, Industrial Street, Silver Avenue, and Harney Way should function as major streets.

5. A new cross-district major street should be developed using portions of Bancroft, Carroll, and Egbert Avenues.

6. Local streets should be adjusted insofar as possible to discourage through traffic, particularly through residential areas. The proposed change of Gilman and Palou Avenues to function as local streets rather than major streets should be noted.

7. Third Street should serve as the spine of the public transit system, providing service via this route to downtown and to employment centers in San Mateo County.

8. Neighborhood feeder bus service should be upgraded and these lines should be extended to provide non-transfer service to key destinations in the western part of the City, and to BART stations.

RESIDENCE

OBJECTIVES 3 and 4

TO CONSERVE AND ENHANCE EXISTING SOUND RESIDENTIAL AREAS AND TO BUFFER RESIDENTIAL USES FROM NEARBY INDUSTRIAL USES.

TO GUIDE AND ENCOURAGE THE BUILDING OF PROPERLY LOCATED WELL-DESIGNED HOMES WHICH WILL MEET THE NEEDS OF THE PEOPLE AND ALLOW FOR THE GROWTH OF A STABLE, VARIED POPULATION.

POLICIES AND PLAN PROPOSALS

1. In that existing residential neighborhoods are basically sound, Federally Assisted Code Enforcement (FACE) should be programmed in consenting neighborhoods.

2. Minor adjustments in street patterns and zoning districts should be used to define the boundaries between homes and industry.

3. The density in existing neighborhoods should remain low.

4. No additional public housing projects should be developed. Any additional public housing which is made available through such programs as leasing and rent subsidy programs should be scattered and indistinguishable from neighboring development.

5. A low to medium-density residential development should be built on Hunters Point Ridge as described in the Redevelopment Plan for that area.

6. A development of approximately 600 residential dwelling units should be built at Candlestick Cove as described in the San Francisco Executive Park Sub-Area Plan.

7. A development of approximately 200 homes should be built on the north slope of Bayview Hill adjoining the Bret Harte Neighborhood.

8. New residential development should be oriented toward family occupancy, should be racially integrated, and priced to meet the needs of a full range of income requirements.

EDUCATION

OBJECTIVE 5

TO PROVIDE ATTRACTIVE, CONVENIENTLY LOCATED SCHOOLS, TO SERVE THE NEEDS OF THE COMMUNITY.

POLICIES AND PLAN PROPOSALS

1. Three new elementary schools should be constructed within the district: two to serve Hunters Point Ridge, and one to serve the new residential neighborhood east of Candlestick stadium.

2. Jedediah Smith Elementary School should be renovated.

3. Bayview Elementary school should be rebuilt on an enlarged site.

4. Further consideration should be given to development of a secondary school and higher education complex for which alternative sites are suggested.

RECREATION

OBJECTIVES 6 and 7

TO PROVIDE ADEQUATE, PROPERLY LOCATED RECREATIONAL FACILITIES.

TO MAKE THE WATERFRONT A RECREATIONAL ASSET TO THE SOUTH BAYSHORE AND TO THE ENTIRE CITY.

POLICIES AND PLAN PROPOSALS

1. A shoreline park and marina is proposed in the tidelands east of Candlestick Stadium.

2. A marine-oriented recreation area is proposed at India Basin.

3. Bayview Park should be improved, enlarged, and made more accessible.

4. The shoreline at Candlestick Cove should be accessible to the public for recreational purposes.

5. All existing playgrounds and recreation facilities are proposed to be retained.

6. Gilman Playground should be expanded to the north across Gilman Avenue.

7. Three new recreation-park facilities are proposed in accordance with plans for the redevelopment of Hunters Point Ridge.

8. A major playground should be developed in the vicinity of Thomas Avenue and Ingalls Street.

9. New recreation-park facilities to serve future neighborhoods are proposed at Candlestick Cove and for the shoreline neighborhood.

10. The north tunnel-top play area on Palou Avenue and the proposed south tunnel-top play area on Diana Street should ultimately be enlarged into small parks. A small park and play area is proposed adjoining Gould Street.

11. In addition small play areas, linear parks and planted buffer zones should be developed.

12. Neighborhood activities centers should be developed on Hunters Point Ridge, in Bret Harte Neighborhood, and at Silver Terrace.

13. A community center is proposed including a cultural center and space for other community activities around an urban plaza at Third and Mendell Streets and Oakdale Avenue.

14. The Opera House is proposed to be retained and rehabilitated, and together with the Joseph Lee Recreation Center should become a part of the community center complex.

PUBLIC HEALTH & SAFETY

OBJECTIVE 8

TO PROVIDE ADEQUATE, EFFICIENT, AND PROPERLY LOCATED PUBLIC HEALTH AND SAFETY FACILITIES.

POLICIES AND PLAN PROPOSALS

1. Space should be provided in or near the community center for a variety of public services. Among these services should be a permanent public health substation and a police-community relations office.

2. Further consideration should be given to the development of a community hospital for which alternative locations are proposed.

3. A new fire station is proposed to be constructed east of Candlestick Stadium.

COMMERCE

OBJECTIVE 9

TO IMPROVE THE SHOPPING AREAS AND TO ATTRACT APPROPRIATE COMMERCIAL INVESTMENT FOR THE GREATER CONVENIENCE AND PLEASURE OF THE PEOPLE WHO LIVE AND WORK IN THE COMMUNITY.

POLICIES AND PLAN PROPOSALS

1. Third Street should be retained and enhanced as the district's principal commercial district.

2. The proposed community center should be developed within the Third Street commercial core.

3. Commercial activities are proposed to be intensified in the core portion of Third Street between Kirkwood and Thomas Avenues. Residences and offices should be developed in the core area above commercial uses.

4. Auto-oriented commercial uses should be located outside the core area.

5. Adequate parking should be provided for the core commercial area.

6. Improvements in the Third Street commercial district should include tree planting, street furniture, and sign control.

7. Other existing commercial areas should remain.

8. New neighborhood shopping centers are proposed on Hunters Point Ridge, and in the tidelands area.

9. A new commercial area should be developed in connection with the marina and recreation complex at India Basin.

10. A marina and commercial recreation pier is proposed in the shoreline park east to Candlestick Stadium.

INDUSTRY

OBJECTIVE 10

TO PROVIDE JOB OPPORTUNITIES BY ENCOURAGING INDUSTRIAL DEVELOPMENT BEST SUITED TO THE CITY'S ECONOMIC BASE AND TO THE SOUTH BAYSHORE DISTRICT.

POLICIES AND PLAN PROPOSALS

1. Generally, industry in the district should be attractive in appearance and labor intensive.

2. The redevelopment process should be used in South Basin to accelerate the development of vacant industrial lands, to overcome such problems as the inappropriate street pattern, and to create new job opportunities.

3. Adjustments in zoning boundaries should be considered and landscaped strips should be developed to separate industry from residence.

4. Except for marine uses, the shoreline should not be used for industry.

5. Planning Code amendments should be considered to improve off-street parking and loading requirements and to impose controls on the appearance of open storage yards.

URBAN DESIGN

OBJECTIVES 11 and 12

TO ENHANCE THE DISTRICT'S POSITIVE FEATURES, TO UNIFY THE DISTRICT VISUALLY, AND TO GIVE DEFINITION TO SUBAREAS.

TO IMPROVE THE APPEARANCE OF THE AREA FOR THOSE WHO LIVE THERE, AND TO MAKE THE SOUTH BAYSHORE AN ATTRACTIVE AND INTERESTING PLACE TO VISIT.

POLICIES AND PLAN PROPOSALS

1. The shoreline should be stabilized, with a limited amount of fill to create land for recreational and port purposes and with the greater part of the platted tidelands to remain open water.

2. Parks are proposed along the length of the non-industrially used shoreline. In general there should be a new emphasis on the water as a visual asset and upon linking the district with the shore.

3. Appropriate development at the important Bayview Hill Candlestick Cove gateway to the City should be undertaken in accordance with the Plan.

4. The hills should be emphasized as design features and the hilltops kept as open landscaped view points.

5. Freeways should be landscaped and developed to function as linear parks.

6. The configuration of Port fill at India Basin should be compatible with recreation and park development in the Basin, and, where appropriate, the edge of this fill should be landscaped and accessible to the public.

7. Fill in the southern portion of the Naval Shipyard should not exceed that shown in the Plan, and southern shore should be landscaped.

8. A district-wide program of street tree planting and landscaping should be undertaken.

9. In addition to landscaping, proposed improvements in the neighborhoods should include narrowing and closing of selected streets.

10. Landscaped buffer strips should be developed which will delineate use districts and screen industry from homes.

11. The community center at Third Street in the commercial core should serve as a focal point for the entire district.

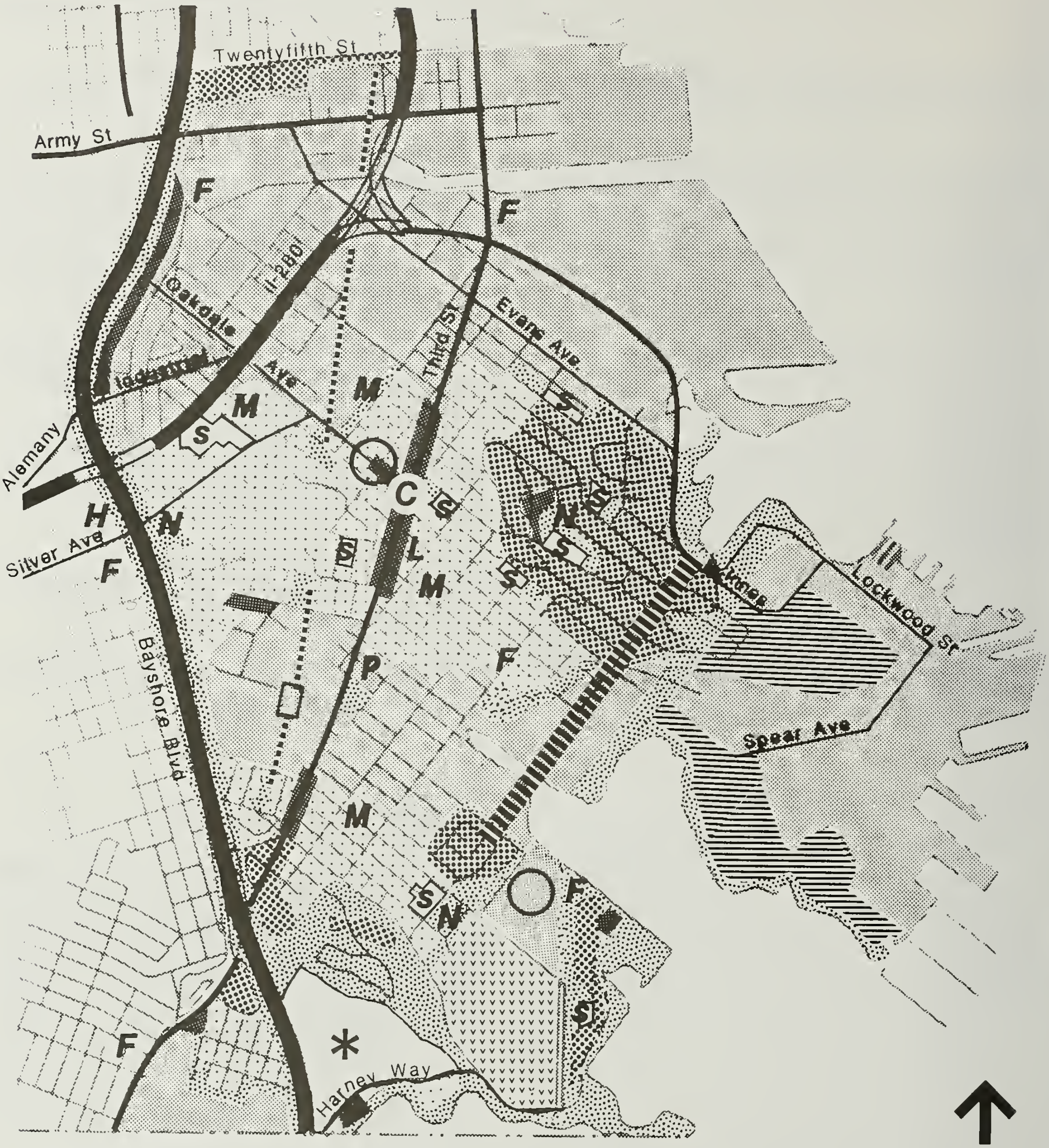
12. Structure or architectural and historic interest should be preserved.

SUMMARY

The development plan for the South Bayshore district includes and coordinates the elements discussed in the preceding section. Circulation, housing, community facilities, including schools, parks and playgrounds, and health and safety facilities, commerce, industry, and urban design are all components of the Plan. The Plan, however, is more than the sum of these parts. It is a blend of the various elements, and depends as much on the interaction and relationship between land uses as it does on the location and extent of the uses proposed.

For instance, the linkage between industrial areas and major circulation proposals is evident in the overall Plan, and the suggested treatment of minor streets, designed to separate industrial and residential traffic, and to discourage through traffic in residential neighborhoods, becomes more meaningful when the individual elements of the Plan are merged.

The conservation and enhancement of existing sound residential areas and the provision of new housing with a potential for social and economic diversity is an important city-wide issue as well as a primary community concern. The potential compatibility of existing


Twentyfifth St
Army St
F
F
I-280
Oakdale Ave
Industrial
Third St
Evans Ave
Alemany
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Silver Ave
F
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N
S
S
Innes
Lockwood St
Bayshore Blvd
P
F
Spear Ave
M
S
N
F
S
F
Harney Way

SOUTH BAYSHORE PLAN

Map 1

⁚ Low Density Residential

▩ Medium Density Residential

⩔ Candlestick Park

░ Park. Recreation. Planted Area

■ Commercial

▒ Industrial

☰ Support Facilities. Naval Shipyard

○ Alternate Sites for Higher Educational Facilities

S School

M Mini Park

C Community Center

N Neighborhood Center

L Library

H Public Health Center

P Police Station

F Fire Station

— Local Street

— Secondary Thoroughfare

— Major Thoroughfare

▬ Freeway

······· SP Railroad and Station

* See Sub-Area Plan for San Francisco Executive Park

▮▮▮▮▮▮ Refer to The Transportation Element for Criteria for State Route 230 low-density residential areas with the new, somewhat higher-density housing proposed near the shoreline, on Hunters Point Ridge, and on the higher slopes of Bayview Hill becomes apparent in the Plan, as does the better balance, within the district, of residential and industrial land.

The Plan also indicates the close bond between residential use and the proposed system of schools, playgrounds and shopping centers. The intent to contain industry and protect residential areas by buffers of planting and park strips becomes evident as these parts of the Plan are brought together.

Curtailment of fill and creation of parks and marinas at India Basin and in the Candlestick tidelands is a response to the expressed desire of the people of the South Bayshore and the surrounding communities as well as from more remote districts for recreation areas on the eastern shore of the City. The relationship of the shoreline to new residential areas, the accessibility of shoreline parks to high employment centers as well as to residents of the area and the linkage of this shoreline park system to the rest of the City and the region are major contributions of the proposed Plan.

It is these relationships which give the Plan meaning and purpose and integrity in response to the goals for development of the district which were established by the community. The Plan, being responsive as well to trends and issues in surrounding communities, and to City-wide goals and objectives, also relates the South Bayshore more closely to the rest of the City.

SUBAREA PLAN FOR SAN FRANCISCO EXECUTIVE PARK

OBJECTIVE 13

TO CREATE, AS A "GATEWAY TO THE CITY", A BALANCED URBAN DEVELOPMENT WHERE OFFICE, RETAIL SPACE AND A HOTEL ARE INTEGRATED WITH A CENTRAL PLAZA, PROMENADES, AND OPEN SPACE, WITH A NEW RESIDENTIAL COMMUNITY TO THE EAST.

The policies below shall apply to development of the Executive Park subarea. The Land Use Plan for the 71 acre Executive Park subarea appears in Map 2. The Circulation Plans (Automobile Access, Automobile Egress and Internal Automobile Circulation) appear in Maps 3, 4, and 5 and the Urban Form (height and bulk) Plan appears in Map 6.

POLICY 1: OFFICES

Develop a maximum of 1,700,000 square feet of office space. Locate all new office space, excluding office buildings OB-1, OB-2, OB-3, and OB-4 as shown on Map 2, north of Executive Park Boulevard in buildings which range in height from 4 stories to 15 stories, becoming taller the closer they are to the center. The massing of the structures, stepping up and back from the street incrementally, should reflect the form of the hillside to the north and reinforce the urban character of the project. Each building should extend out to the edge of the street incorporating an arcade which covers the sidewalk.

POLICY 2: TOWN CENTER

Develop a Town Center which is centrally located between existing and new development at the intersection of the pedestrian arcade which connects all office buildings north of Executive Park Boulevard and the pedestrian promenade which links the office/retail buildings with the hotel and surrounding offices south of the boulevard. At the base of the tallest office buildings, develop a plaza surrounded by retail arcades as a gathering place for the Executive Park community as well as the surrounding communities.

POLICY 3: HOTEL

Develop a hotel/meeting building with approximately 350 rooms primarily to serve office uses in the area. Locate the hotel directly south of the pedestrian promenade to create a counterpoint on axis with Town Center. Provide garage space for the hotel and the displaced surface parking under the hotel. Provide access to the hotel off Executive Park Boulevard to the north, via a pedestrian promenade and a formal vehicular access of the intersection of Alana Way and Harney Way.

POLICY 4: RETAIL USES

Provide approximately 45,000 square feet of retail space integrated with the office uses and situated primarily around the Town Center. Orient retail uses to serve office workers and residents of the area as well as those of surrounding communities. Provide additional retail space within the hotel. Allow a restaurant south of Alana Way.

POLICY 5: RESIDENTIAL COMMUNITY

Develop approximately six hundred units of housing (a considerable number should be two bedrooms) on the eastern portion of the site in two- to four-story structures over one- to two-level parking podiums. Construct the western-most cluster of housing around an automobile turnaround to create a gateway from the central site into the residential area. Construct the balance of the housing units to the east, following the form of the hillside contours. Include children's play area(s) and if feasible, some convenience retail shopping.

POLICY 6: OPEN SPACE

Develop approximately twenty-six acres of the subarea as a hillside park and develop hillside trails as pedestrian links to the park from the Town Center, Bayview Hill Park and Candlestick Point State Recreation Area. At various locations and elevations construct a series of scenic vistas which allow people to rest, picnic, and enjoy the view of the bay.

Create a variety of landscaped zones on the hillside. The area adjacent to the freeway should be densely planted with trees and shrubs. Trees should be used to screen the parking structure as well as provide an appropriately scaled backdrop to the office buildings. The northern-most zone adjacent to Bayview Hill Park should be planted with trees and shrubs which are similar to those already growing within it, visually integrating both sides of the hill. The central portion of the hill should be planted with smaller shrubs and cascading plant materials which will cover the hillside with low growing vegetation, thereby softening the quarried texture of the exposed rock.

Limit overall building coverage in the development area (excluding the area designated OS in Map 6) to 50% and in the entire site 35%. Landscape the open area not used for streets and parking areas with ornamental plantings and coordinated flowering ground covers to provide a continuous series of related open spaces and to create a unified visual environment.

POLICY 7: TRANSPORTATION MANAGEMENT PROGRAM

Develop and implement a comprehensive transportation management program (TMP) in cooperation with the City, transit operators, ridesharing agencies and other agencies or organizations, to reach a long-term goal that at least seventy (70) percent of subarea employees will commute by transit, ridesharing, or some mode alternative to single-occupant vehicle.

Provide continuing on-site transportation brokerage services over the life of the project for subarea employees, residents and visitors, to coordinate a phased program of reduced trip-making by single-occupant vehicle for both commute and non-commute travel.

POLICY 8: PARKING

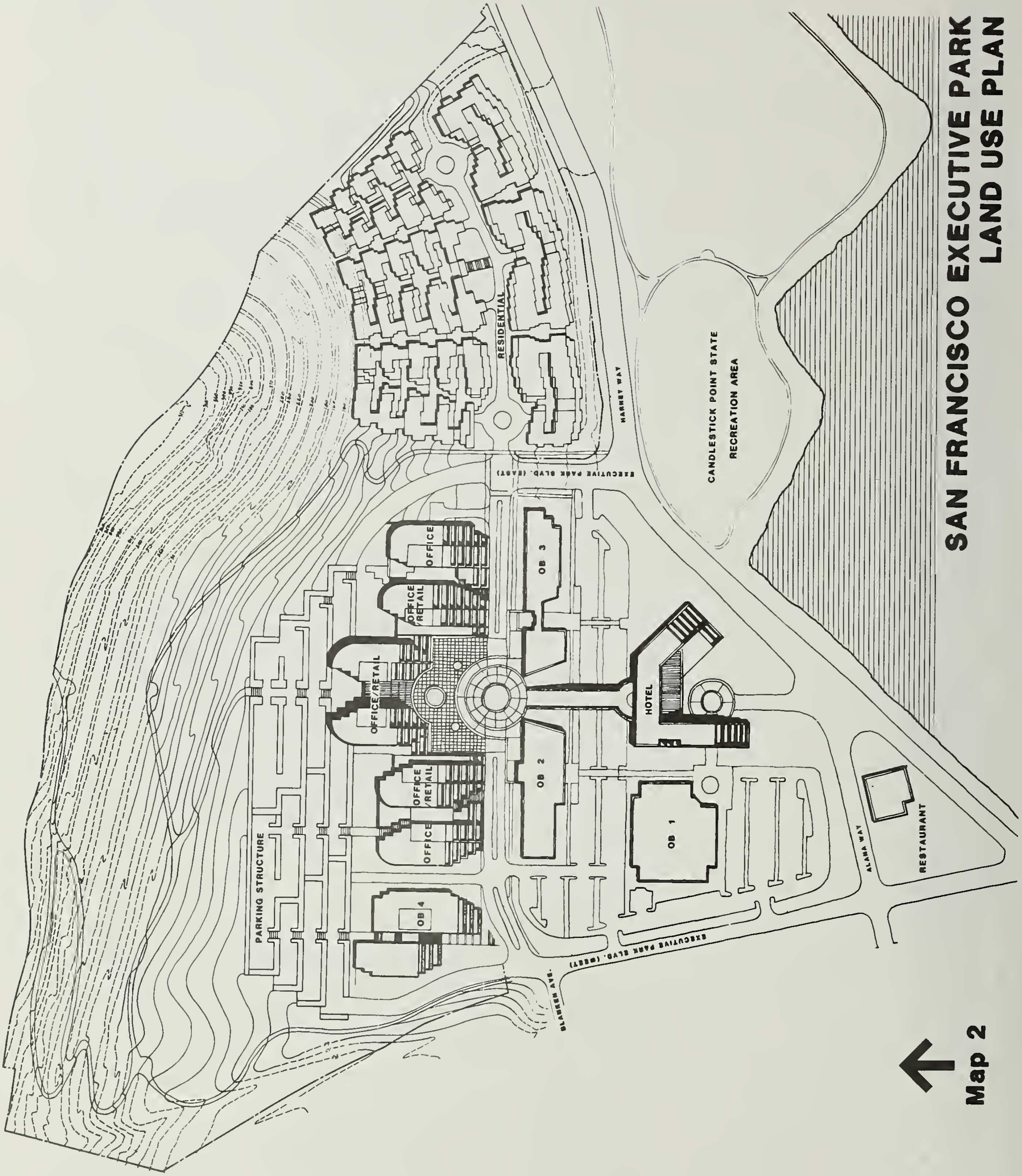
Limit the total number of commuter parking spaces to an amount proportionate to the long-term goal that at least 70 (seventy) percent of subarea employees will commute by transit, ridesharing, or some mode alternative to single-occupant vehicle. The amount of commuter parking to be provided at each phase of additional development shall be determined based on specific modal split goals for the cumulative number of employees projected to be employed at the subarea by the end of each development phase. Modal split goals shall include progressive reduction at each phase of total employees driving in single-occupant vehicles, from the current (1985) 81 percent to no more than 30 percent at office buildout. The amount of office visitor parking shall be determined at each development phase. The total of commute and visitor parking spaces for office uses shall not exceed 1 space per 500 square feet of net rentable floor area.

Allow 1.5 parking spaces per unit for residential uses. Parking for retail, and restaurant patrons and visitors shall be provided at no more than two spaces per 1,000 square feet of net rentable floor area, and shall be reviewed at each development phase, based on demonstrated and projected need for parking to accommodate trips from outside the subarea. The amount of parking to be provided for hotel use will be determined at the project approval phase based on projected need for such parking, and shall not exceed one space per guest room.

Develop parking facilities to adequately serve the uses in all commercial buildings, with preferential rideshare and short-term visitor/patron parking provided closest to building entrances, design commercial parking structure to blend visually with the hillside, and soften visual impact of parking facilities by landscaping terraced levels with trees and cascading shrubs.

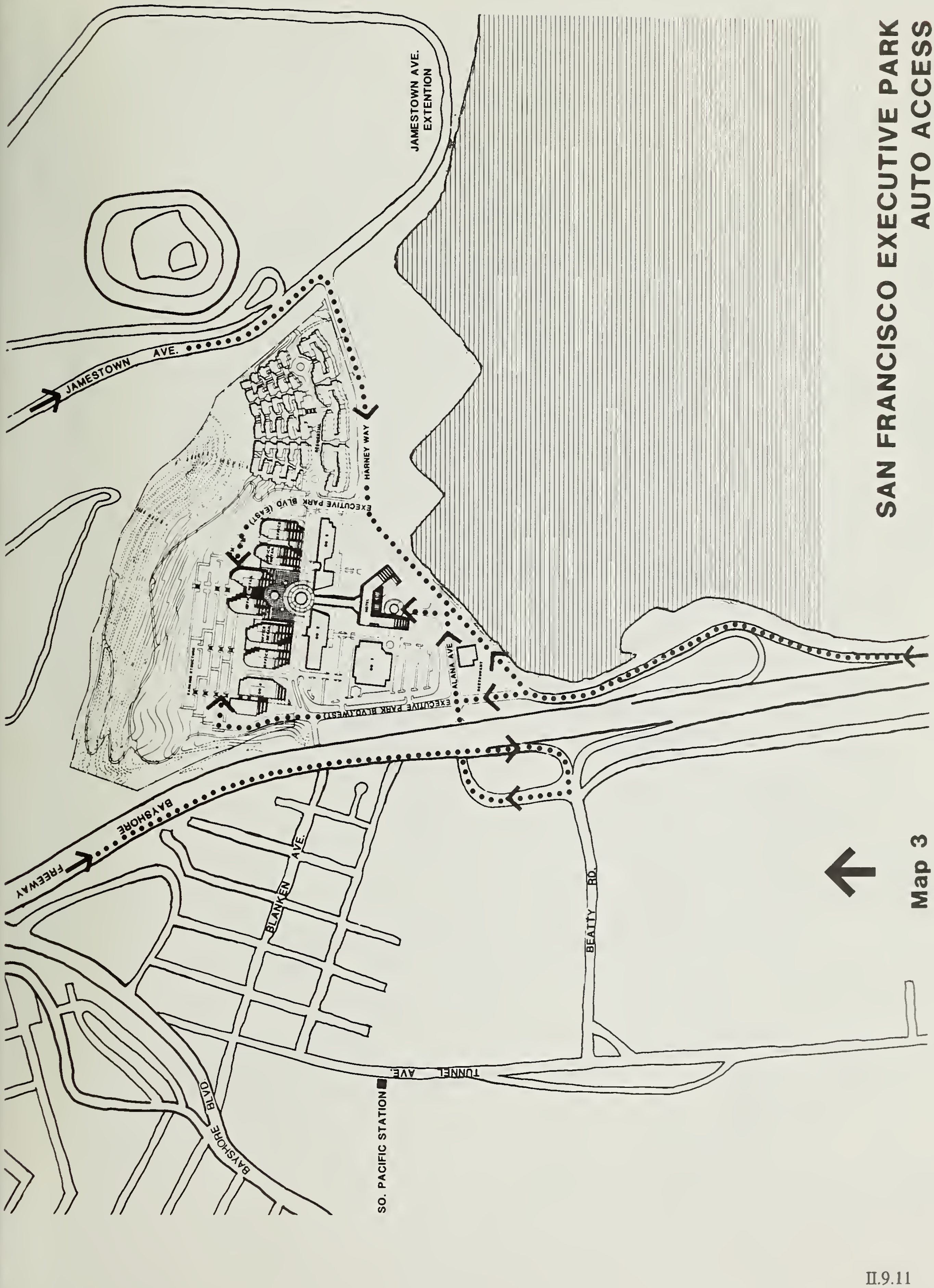
POLICY 9: TRANSIT

Provide continuing shuttle service throughout the day between the subarea, downtown and other regional transportation terminals as a supplement to public transit service, with sufficiently short headways to encourage their use and reduce dependency on autos for both commute and non-commute transportation needs. Such shuttle service shall be evaluated every three years to determine if patronage and market are sufficient to support public transit service for both commute and non-commute needs at the same levels of service.


RESIDENTIAL
HARNEY WAY
CANDLESTICK POINT STATE RECREATION AREA
EXECUTIVE PARK BLVD. (EAST)
OFFICE
OFFICE RETAIL
OFFICE/RETAIL
OB 3
HOTEL
OB 2
OFFICE /RETAIL
OFFICE
OB 1
RESTAURANT
ALANA WAY
PARKING STRUCTURE
OB 4
EXECUTIVE PARK BLVD. (WEST)
BLANKEN AVE.

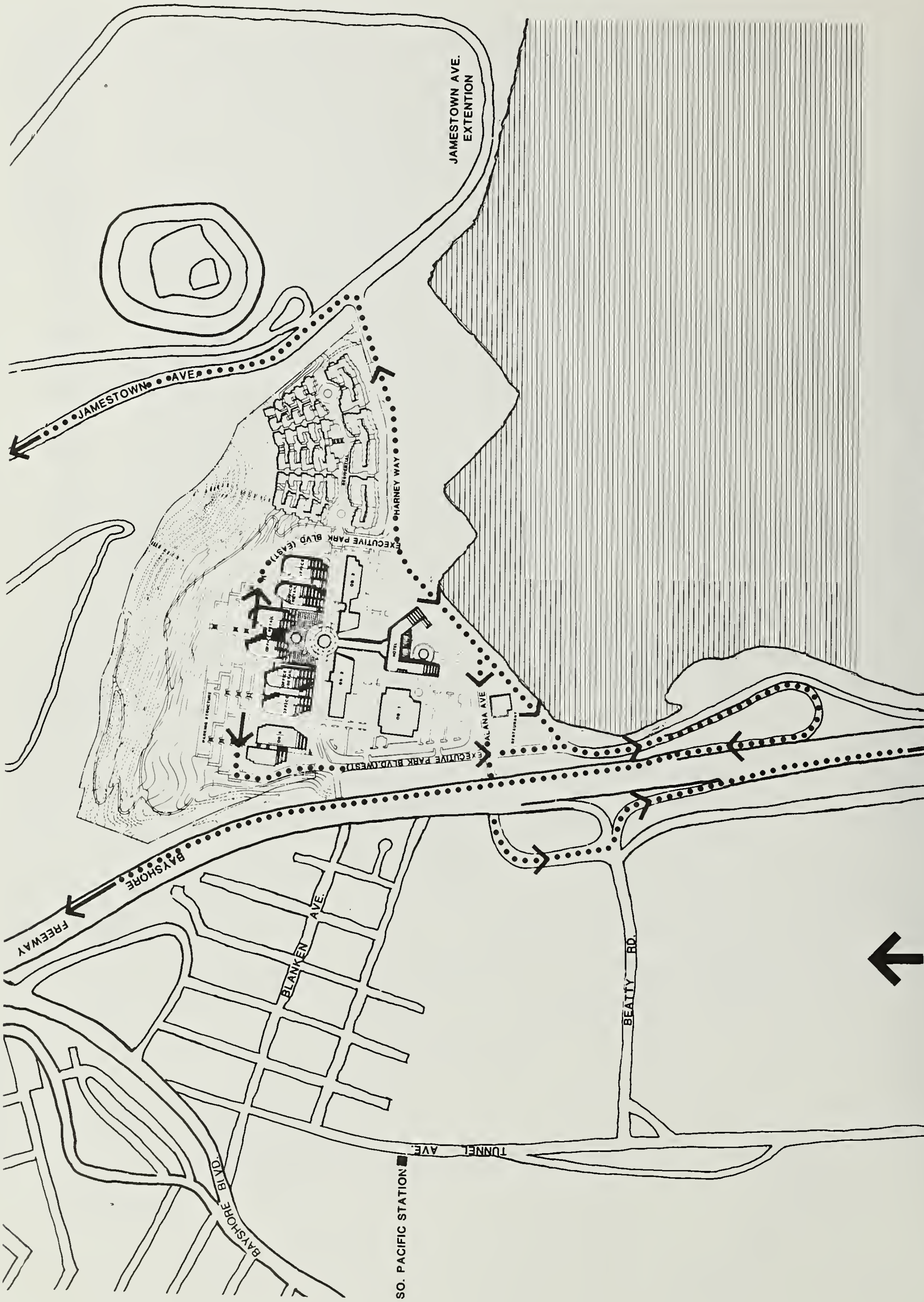
SAN FRANCISCO EXECUTIVE PARK LAND USE PLAN

Map 2


JAMESTOWN AVE.
EXTENTION
JAMESTOWN AVE.
HARNEY WAY
EXECUTIVE PARK BLVD (EAST)
EXECUTIVE PARK BLVD (WEST)
ALANA AVE
HOTEL
RESTAURANT
BAYSHORE
FREEWAY
BLANKEN AVE.
BEATTY RD.
TUNNEL AVE.
BAYSHORE BLVD.
SO. PACIFIC STATION

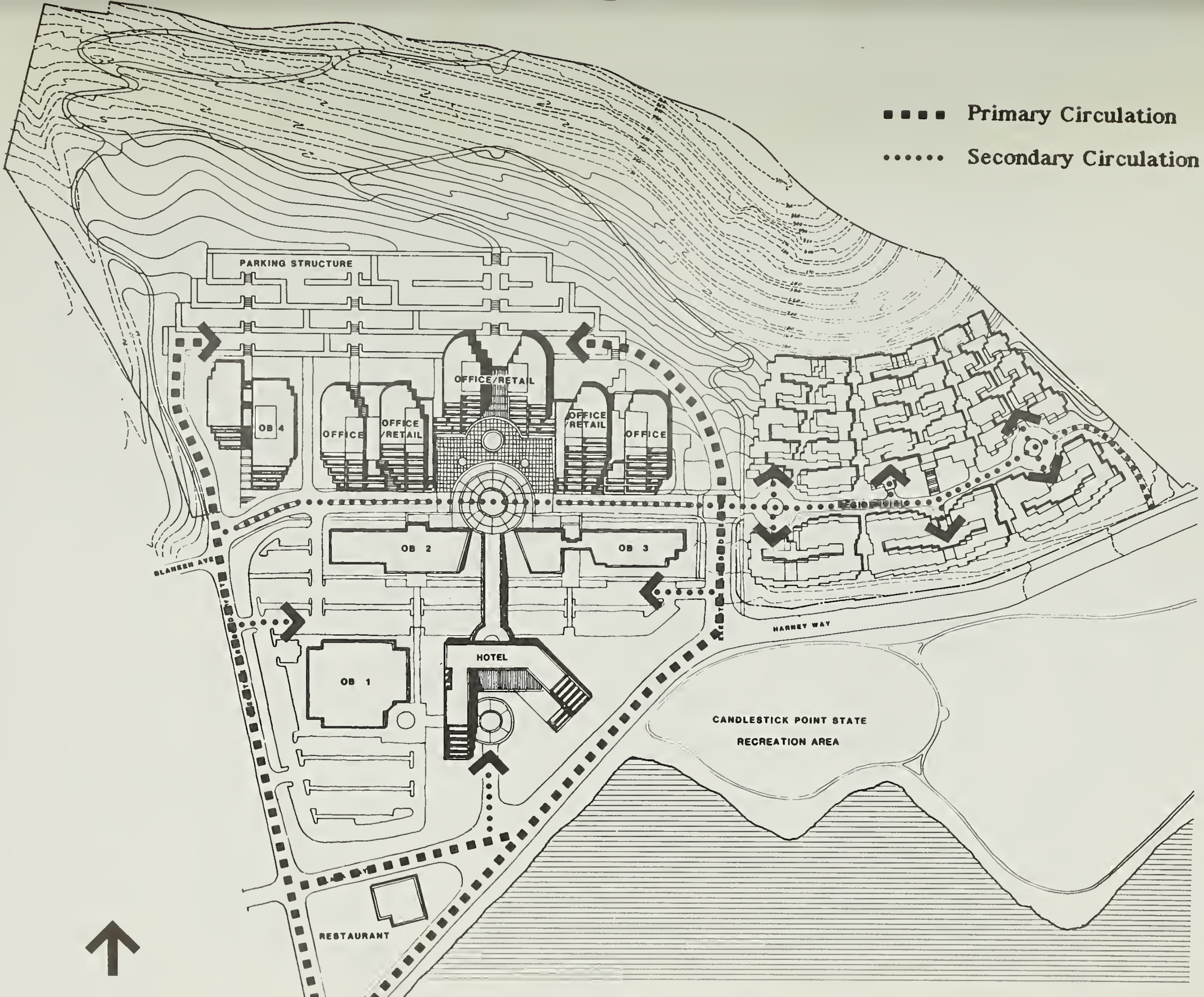
SAN FRANCISCO EXECUTIVE PARK AUTO ACCESS

Map 3


JAMESTOWN AVE. EXTENTION
JAMESTOWN AVE.
HARNEY WAY
EXECUTIVE PARK BLVD (EAST)
HOTEL
ALANA AVE
RESTAURANT
EXECUTIVE PARK BLVD (WEST)
BAYSHORE FREEWAY
BLANKEN AVE.
BEATTY RD.
TUNNEL AVE.
SO. PACIFIC STATION
BAYSHORE BLVD.

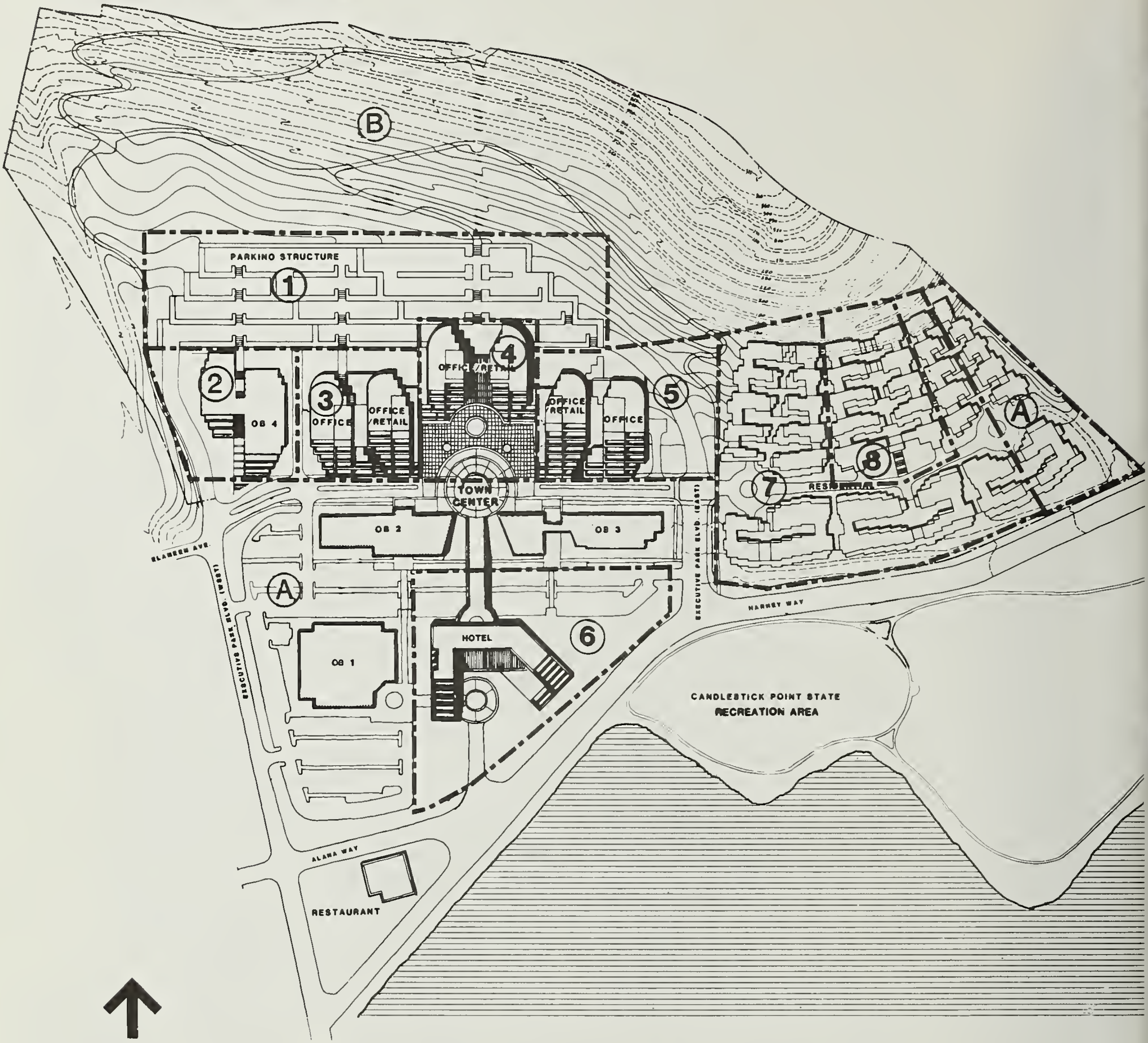
SAN FRANCISCO EXECUTIVE PARK AUTO EGRESS

Map 4


■ ■ ■ ■ Primary Circulation
•••••• Secondary Circulation
PARKING STRUCTURE
OFFICE/RETAIL
OB 4
OFFICE
OFFICE /RETAIL
OFFICE /RETAIL
OFFICE
OB 2
OB 3
BLANKEN AVE
HARNEY WAY
HOTEL
OB 1
CANDLESTICK POINT STATE RECREATION AREA
RESTAURANT

Map 5

SAN FRANCISCO EXECUTIVE PARK
INTERNAL AUTO CIRCULATION


B
PARKING STRUCTURE
1
2
OB 4
3
OFFICE
OFFICE /RETAIL
4
OFFICE/RETAIL
OFFICE /RETAIL
OFFICE
5
A
8
7
RESIDENTIAL
TOWN CENTER
OB 2
OB 3
BLANKEN AVE.
EXECUTIVE PARK BLVD. (WEST)
EXECUTIVE PARK BLVD. (EAST)
A
HARNEY WAY
6
HOTEL
OB 1
CANDLESTICK POINT STATE RECREATION AREA
ALANA WAY
RESTAURANT

SAN FRANCISCO EXECUTIVE PARK : URBAN FORM PLAN

ZONE	HEIGHT	BULK
1	40*	X
2	100	G
3	140	H
4	200	I
5	165	I
6	80	X
7	60	X
8	60	X
A	40	X
B	OS	

BULK LIMITS

Symbol	Height Above Which Maximum Dimensions Apply	Maximum Building Length	Maximum Diagonal Dimension
G	80	170	200
H	100	170	200
I	150	170	200
X	Bulk Limits Not Applicable		

*40 ft. height of Parking Structure is measured from street level at Executive Park Blvd. North (el.36) and is approximately 40 ft above existing grade.

Map 6

LAND USE

LAND USE

LAND USE

LAND USE

AN INDEX OF LAND USE POLICIES AND MAPS IN THE
MASTER PLAN OF THE CITY AND COUNTY OF SAN FRANCISCO

SAN FRANCISCO
MASTER PLAN

LAND USE INDEX

AN INDEX OF LAND USE POLICIES AND MAPS IN THE MASTER PLAN OF THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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COMMERCE AND INDUSTRY III.1.4
RECREATION AND OPEN SPACE III.1.14
PUBLIC FACILITIES III.1.16
AREAS SUBJECT TO FLOODING III.1.16
POPULATION DENSITY AND BUILDING INTENSITY III.1.25

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1. Generalized Residential Land Use Plan III.1.3
2. Generalized Commercial and Industrial Land Use Plan III.1.6
3. Downtown Land Use and Density Plan III.1.7
4. Generalized Neighborhood Commercial Land Use and Density Plan III.1.8
5. Rincon Hill Land Use Plan III.1.9
6. Chinatown Land Use and Density Plan III.1.10
7. South Bayshore Plan III.1.11
8. North China Basin Area Land Use Plan III.1.12
9. Ferry Building Land Use Plan III.1.13
10. Citywide Recreation and Open Space Plan III.1.15
11. Public Health Facilities Plan III.1.17
12. Library Facilities Plan III.1.18
13. Fire Facilities Plan III.1.19
14. Public School Facilities Plan III.1.20
15. Institutional Facilities Plan III.1.21
16. Civic Center Plan III.1.22
17. Wastewater and Solid Waste Facilities Plan III.1.23
18. Special Geologic Study Areas III.1.24
19. Generalized Commercial and Industrial Density Plan III.1.26
20. Residential Density III.1.27
21. Mean Number of Persons Per Unit III.1.28
22. Urban Design Guidelines for Height of Buildings III.1.29
23. Urban Design Guidelines for Bulk of Buildings III.1.30
24. Downtown Land Use and Density Plan III.1.31
25. Generalized Neighborhood Commercial Land Use and Density Plan III.1.32
26. Chinatown Land Use and Density Plan III.1.33
27. Rincon Hill Height Limits III.1.34

LAND USE INDEX

INTRODUCTION

California planning law requires every city and county to adopt a "comprehensive, long-term general plan for the physical development" of the community. Government Code Section 65302 specifies that every general plan must have nine elements, including a land use element:

> "which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan."

Government Code Section 65302 also provides that the nine required elements of the Master Plan may, at the discretion of the county or city, be combined if the county or city complies with all requirements regarding the content of general plan elements. This modified approach is the approach taken in San Francisco. In the San Francisco Master Plan[a] land use policies and maps are not all contained in a single element called the Land Use Element. Rather, they are contained in various other elements of the Master Plan (for example, policies regarding the use of land for housing are included in the Residence Element) and in sections of the Master Plan called Area Plans which cover specific geographic areas (for example, land use policies for the area along the Bay between Aquatic Park and China Basin Channel are contained in the Northeastern Waterfront Area Plan).

In order to provide an easy reference to the various land use policies which are contained throughout the Master Plan, and to relate these policies and maps to the State law requirements regarding the content of land use elements this section of the Master Plan is being adopted. It cross references the State Law requirements for a land use element with the land use policies as contained in various elements and area plans of the San Francisco Master Plan.

Note: The term "General Plan" as used in the California Government Code and the term "Master Plan" as used in the Charter of the City and County of San Francisco are synonymous.

HOUSING

A land use element is required by the Government Code to include the "general distribution and general location and extent of the uses of land for housing." This required material is contained in the Residence Element and various Area Plans as indicated below.

Housing Land Use Policies from Other Parts of the Master Plan

Residence Element
Objective 1, Policies 1-6
Objective 3, Policies 1-3
Objective 4, Policy 2
Objective 7, Policy 9

Downtown Area Plan
Objective 7, Policies 1 and 2
Objective 8, Policies 1 and 2

Chinatown Area Plan
Objective 3, Policies 1 and 2

Rincon Hill Area Plan
Objective 1
Objective 6

Van Ness Avenue Area Plan
Objective 1, Policies 1 and 4
Objective 2, Policy 1
Objective 10, Policy 1

Western Shoreline Area Plan
Objective 11, Policies 1, 2 and 4

Northeastern Waterfront Area Plan
Objective 6, Policies 1-4

SUBAREAS
Base of Telegraph Hill
    Objective 17 , Policy 2
Ferry Building Area
    East Street Row, Policy 1
    Rincon Annex, Policy 2
North China Basin Area
    Residential Neighborhood, Policies 1-3
    Housing with Neighborhood Commercial, Policy 1
    Pier 46B, Policy 1

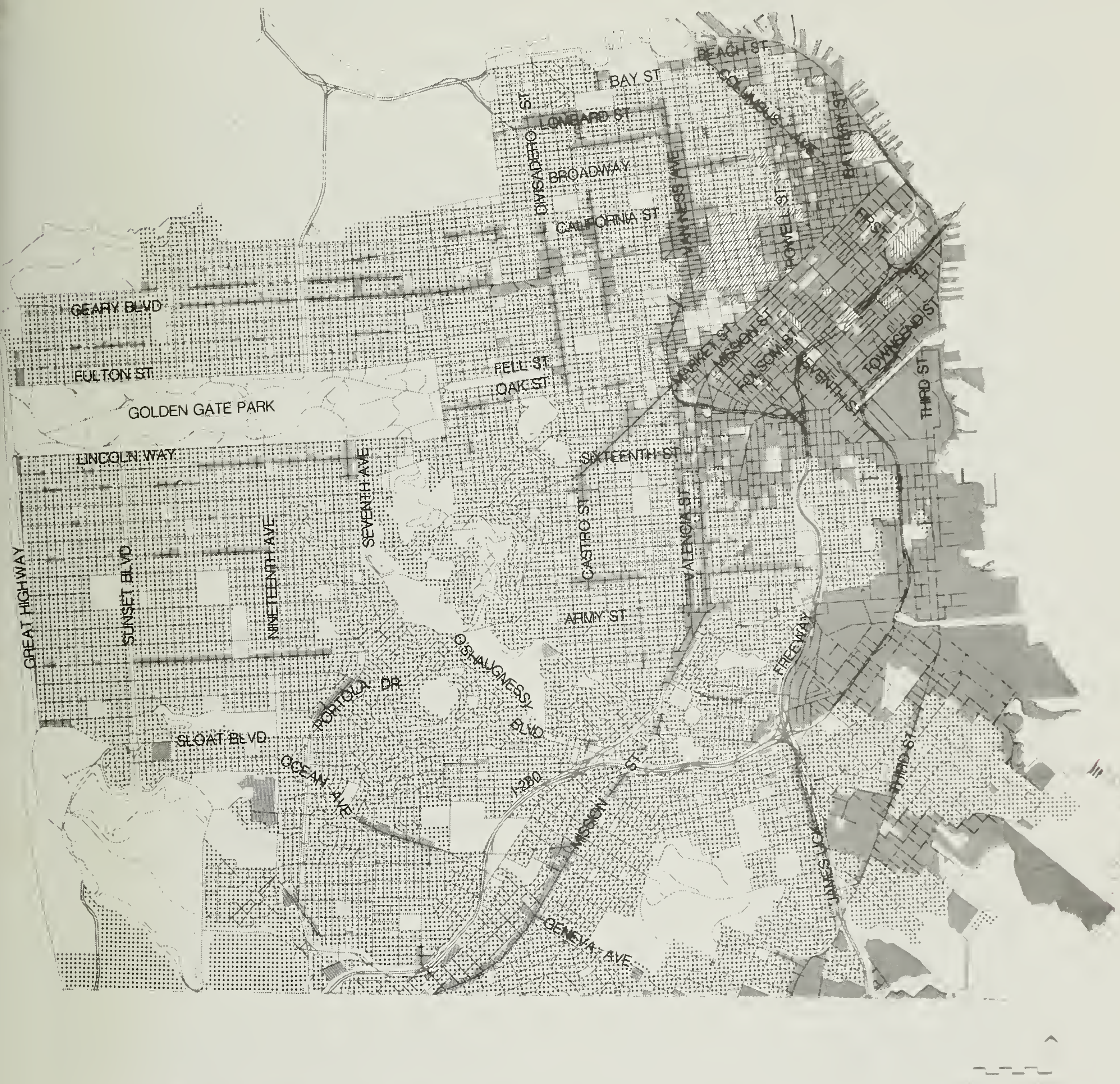
Central Waterfront Area Plan
Objective 2, Policy 1
Objective 6, Policies 1-3

SUBAREAS
China Basin
    Objective 17, Policy 2
Lower Potrero
    Objective 26, Policies 2 and 3

South Bayshore Area Plan
Objectives 3 and 4, Residence Policies and Plan Proposals 5-8
Executive Park
    Objective 13, Policy 5

Housing Land Use Maps from Other Parts of the Master Plan.

The following map constitutes the Generalized Residential Land Use Plan for the City.


BEACH ST
BAY ST
COLUMBUS AVE
BATTERY ST
LOMBARD ST
DIVISADERO ST
BROADWAY
CALIFORNIA ST
VAN NESS AVE
POWELL ST
1ST ST
2ND ST
GEARY BLVD
FULTON ST
FELL ST
OAK ST
GOLDEN GATE PARK
MARKET ST
MISSION ST
FOLSOM ST
SEVENTH ST
TOWNSEND ST
THIRD ST
LINCOLN WAY
SIXTEENTH ST
SEVENTH AVE
CASTRO ST
VALENCIA ST
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
ARMY ST
FREEWAY
PORTOLA DR
O'SHAUGHNESSY BLVD
SLOAT BLVD
OCEAN AVE
I-280
MISSION ST
JAMES LICK
THIRD ST
GENEVA AVE

GENERALIZED RESIDENTIAL LAND USE PLAN

░ **RESIDENTIAL**
RH, RM districts

▨ **MIXED USE, predominantly Residential**
RC districts

■ **MIXED USE, predominantly Commercial/Industrial**
C, CM, M and NC districts

☐ **PUBLIC/OPEN SPACE**
P, OS districts

Source: Residence Element

COMMERCE AND INDUSTRY

A land use element is required by the Government Code to include the "general distribution and general location and extent of the uses of land for business and industry." This required material is contained in the Commerce and Industry Element and various Area Plans as indicated below.

Commerce and Industry Land Use Policies from Other Parts of the Master Plan

Commerce and Industry Element
Objective 1, Policy 3
Objective 2, Policy 1
Objective 4, Policies 3, 6, 11
Objective 5, Policies 4, 7, 8 and 9
Objective 6, Policies 1-10
Objective 8, Policies 1 and 2

Residence Element
Objective 6, Policy 2

Downtown Area Plan
Objective 1, Policy 1
Objective 2, Policies 1 and 2
Objective 3, Policies 1-4
Objective 4, Policy 1
Objective 5, Policy 1

Van Ness Avenue Area Plan
Objective 1, Policies 1 and 2

Western Shoreline Area Plan
Objective 6, Policy 5
Objective 11, Policies 2 and 7

Northeastern Waterfront Area Plan
Objective 1, Policies 1 and 2
Objective 2, Policy 5
Objective 3, Policies 1, 2, 4
Objective 4, Policies 1-3
Objective 5, Policies 1-5
Objective 10, Policy 4

SUBAREAS
- Fisherman's Wharf Area
  - Objective 11, Policies 1, 2 and 3
  - Objective 12, Policies 1 and 2
- Base of Telegraph Hill Area
  - Objective 15, Policies 1 and 2
  - Objective 16, Policy 1
  - Objective 17, Policies 1 and 3
- Ferry Building Area
  - Objective 23
  - Pier 3, Policies 5, 7 and 8
  - Pier 1, Policy 2
  - Ferry Building, Policy 2
  - Agricultural Building, Policies 1 and 2
  - Pier 24, Policies 2 and 3
  - East Street Row, Policy 1
  - Rincon Annex, Policies 1 and 2
  - Hills Bros. Coffee, Policy 1
  - Block 3741, Policy 1
  - Inland Site, Policy 2
- North China Basin
  - Piers 26-38, Policy 1
  - Blocks 3766-3771, Policy 2
  - Piers 40-46A, Policy 3
  - Housing with Neighborhood Commercial, Policy 1
  - Historic Preservation, Policies 1 and 2
  - Pier 46B Policy 1

Central Waterfront Area Plan
Objective 1, Policies 1 and 2
Objective 2, Policy 2
Objective 3, Policies 1, 2, 8, 10 and 11

Objective 4, Policies 1-4
Objective 5, Policies 1-4

SUBAREAS
Showplace Square
  Objective 11, Policies 1, 3 and 4
North Potrero
  Objective 14, Policies 1 and 2
China Basin
  Objective 15, Policy 1
Central Basin
  Objective 9, Policies 1, 2, and 3
  Objective 20, Policies 1 and 2
Islais Creek
  Objective 22, Policies 1-3
  Objective 24, Policy 1
Lower Potrero
  Objective 25, Policies 1 and 2

South Bayshore Area Plan
Objective 9, Policies 1, 3, 4, 7, 8, 9 and 10
Objective 10, Policies 1, 2, 3 and 4
Objective 13, Policies 1-4

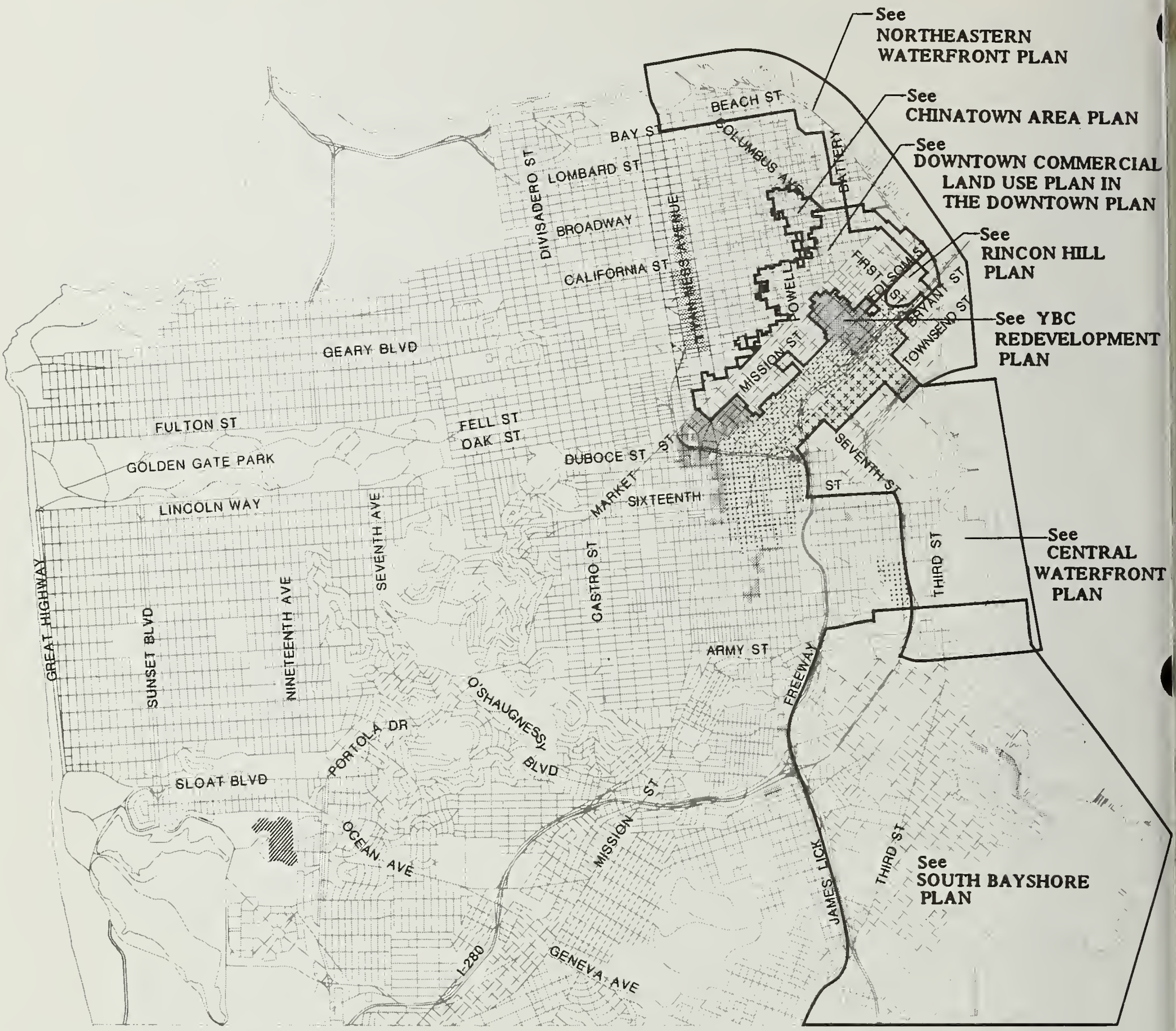
Chinatown Area Plan
Objective 4, Policies 1-3
Objective 5, Policy 1
Objective 6, Policy 2

Rincon Hill Area Plan
Objectives 2 and 3

Civic Center Area Plan
Objective 3, Policy 4

Commercial and Industrial Land Use Maps from Other Parts of the Master Plan

The following maps constitute the commercial and industrial land use plans for the areas they cover.


See NORTHEASTERN WATERFRONT PLAN
See CHINATOWN AREA PLAN
See DOWNTOWN COMMERCIAL LAND USE PLAN IN THE DOWNTOWN PLAN
See RINCON HILL PLAN
See YBC REDEVELOPMENT PLAN
See CENTRAL WATERFRONT PLAN
See SOUTH BAYSHORE PLAN
BEACH ST
BAY ST
COLUMBUS AVE
BATTERY
LOMBARD ST
DIVISADERO ST
BROADWAY
VAN NESS AVENUE
CALIFORNIA ST
POWELL
FIRST
FOLSOM ST
BRYANT ST
TOWNSEND ST
MISSION ST
GEARY BLVD
FULTON ST
FELL ST
OAK ST
GOLDEN GATE PARK
DUBOCE ST
MARKET ST
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SEVENTH ST
LINCOLN WAY
SEVENTH AVE
CASTRO ST
THIRD ST
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SUNSET BLVD
NINETEENTH AVE
ARMY ST
FREEWAY
O'SHAUGHNESSY BLVD
PORTOLA DR
SLOAT BLVD
OCEAN AVE
MISSION ST
JAMES LICK
THIRD ST
I-280
GENEVA AVE

GENERALIZED COMMERCIAL AND INDUSTRIAL LAND USE PLAN

▨ MAJOR SHOPPING

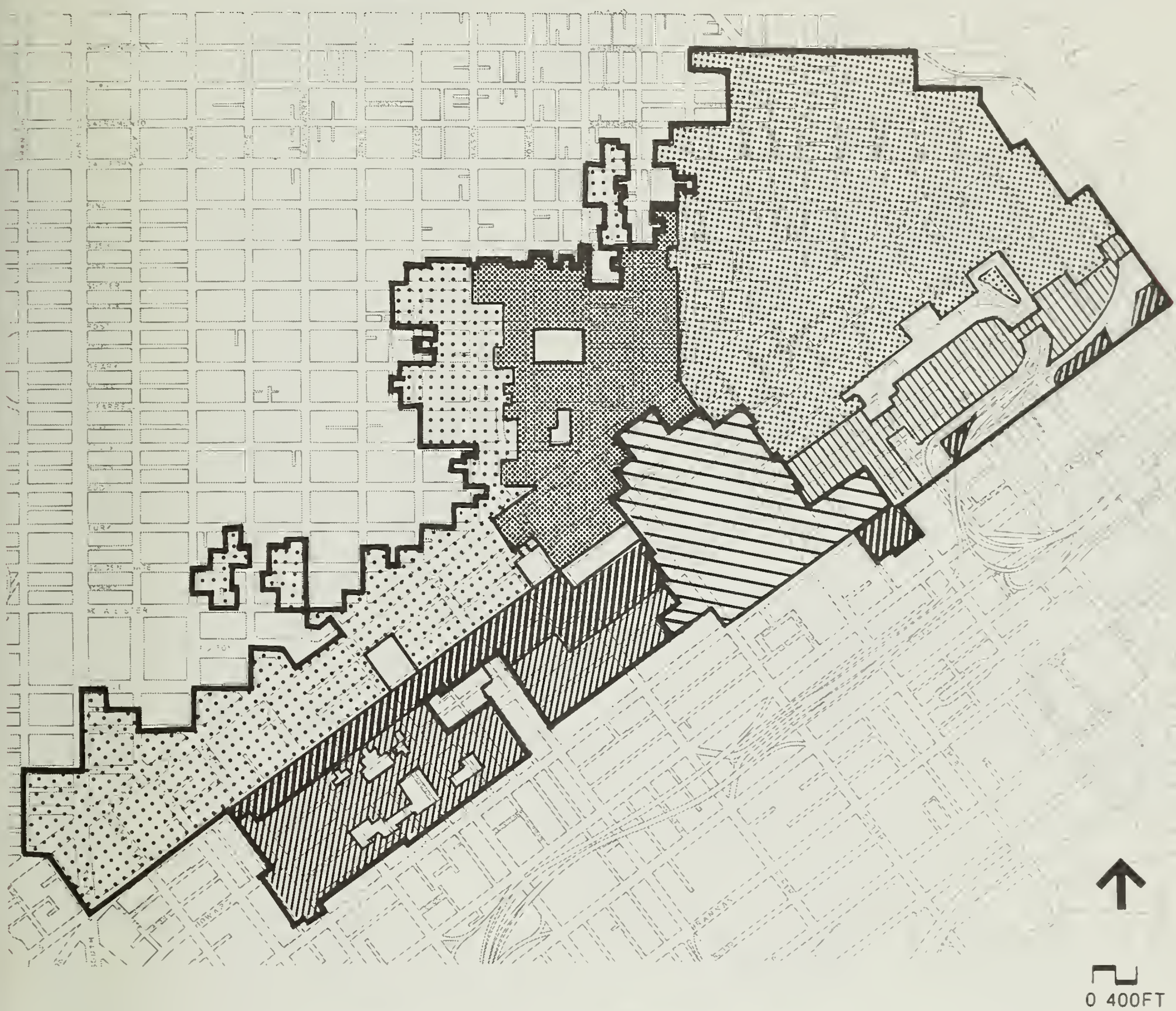
░ LIGHT INDUSTRY

▒ BUSINESS AND SERVICES

⁘ GENERAL INDUSTRY

Note:
For Neighborhood Commercial Areas, see the Generalized Neighborhood Commercial Land Use and Density Plan.

Source: Commerce and Industry Element

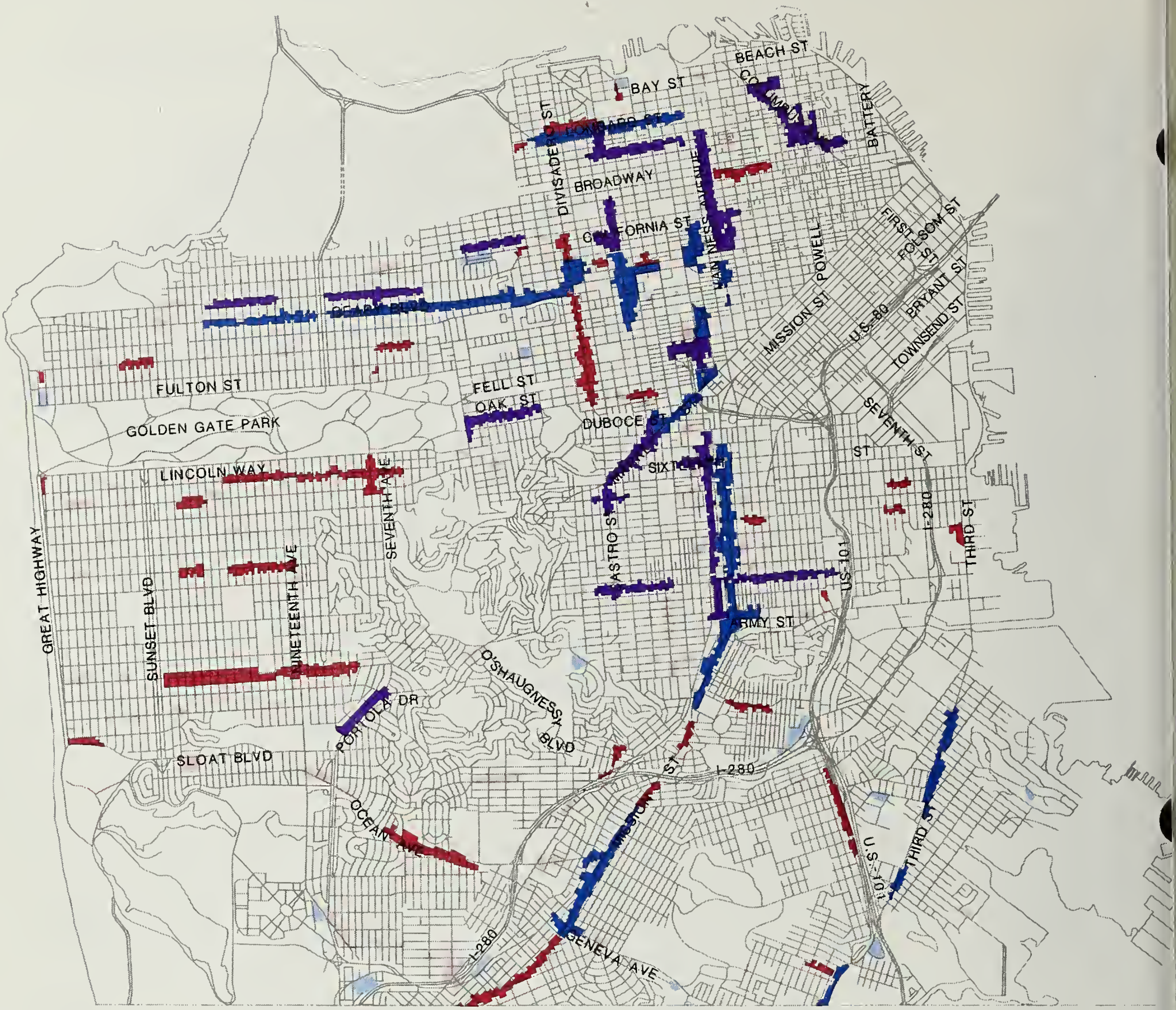


DOWNTOWN LAND USE AND DENSITY PLAN

Predominant Commercial Use Type	Building Commercial Density*	Intensity Height	Appropriate Zoning District
░ Downtown Office	FAR 9:1		C-3-O
▥ Downtown Office	6:1		C-3-O (SD)
▓ Downtown Retail	6:1		C-3-R
⁘ Downtown General Commercial	6:1		C-3-G
▨ Downtown Service	5:1		C-3-S
▨ Downtown Service, Industrial Housing Conservation	2:1 office, 5:1 other		C-3-S (SU)
⟍ Mixed Use	See Yerba Buena Center Redevelopment Plan		

*Unused FAR may be transferred from preservation sites to development sites up to a maximum FAR of 18:1 in the C-3-O and C-3-O (SD) districts and up to one and one half times the basic FAR in the C-3-R, C-3-G and C-3-S districts. See Preservation of the Past Chapter.

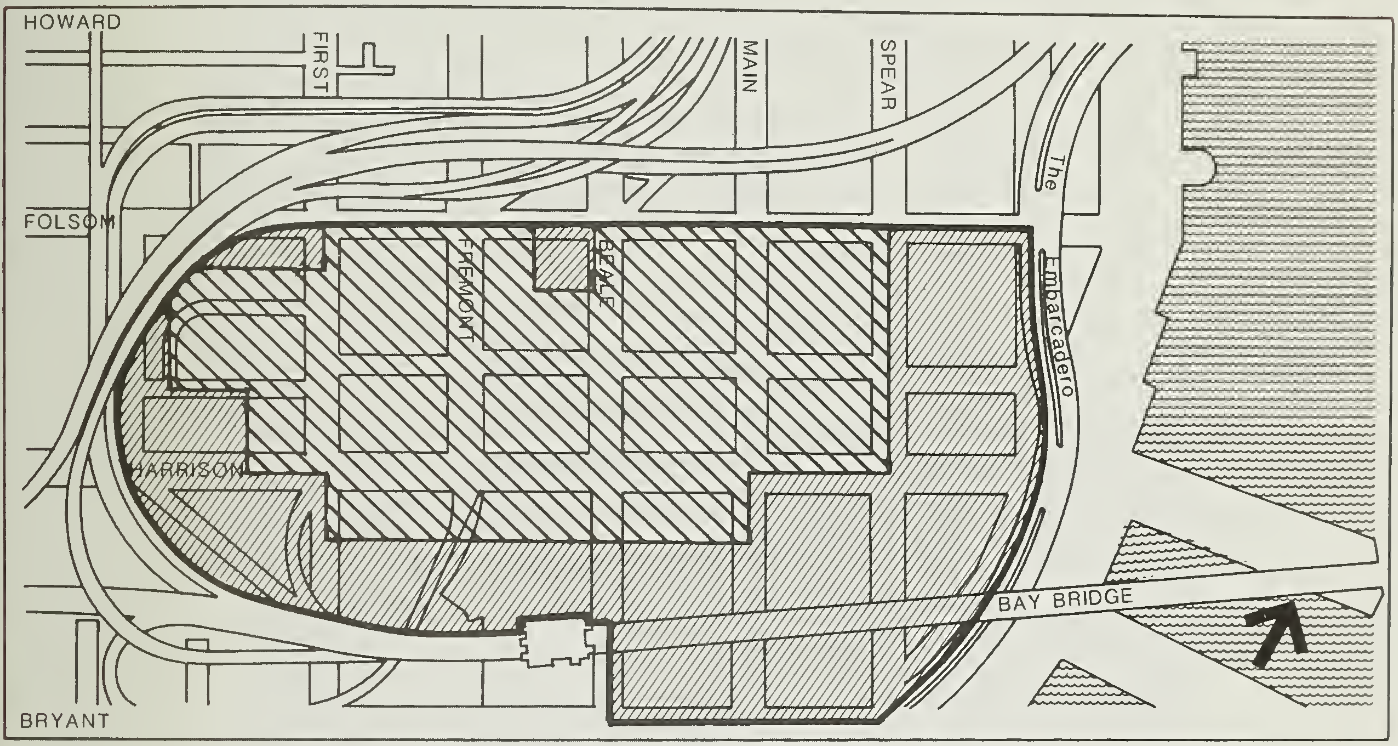
Source: Downtown Area Plan


BEACH ST
BAY ST
COLUMBUS
BATTERY
LOMBARD ST
DIVISADERO ST
BROADWAY
VAN NESS AVENUE
CALIFORNIA ST
POWELL
FIRST ST
FOLSOM ST
GEARY BLVD
MISSION ST
U.S.-80
BRYANT ST
TOWNSEND ST
FULTON ST
FELL ST
OAK ST
GOLDEN GATE PARK
DUBOCE ST
SEVENTH ST
ST
LINCOLN WAY
SEVENTH AVE
SIXTEENTH ST
MARKET ST
I-280
THIRD ST
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
CASTRO ST
US-101
ARMY ST
O'SHAUGHNESSY BLVD
PORTOLA DR
SLOAT BLVD
MISSION ST
I-280
OCEAN AVE
U.S.-101
THIRD ST
I-280
GENEVA AVE
0
3000 FT

GENERALIZED NEIGHBORHOOD COMMERCIAL LAND USE AND DENSITY PLAN

		Commercial Intensity (Stories)
▨	Neighborhood Cluster	1
🟥	Small Scale Neighborhood District	1--2
🟦	Moderate Scale Neighborhood District	1-4
▨	Neighborhood Shopping Center	1-4
🟪	Individual Neighborhood District	1-4

Source: Commerce and Industry Element


HOWARD
FIRST
MAIN
SPEAR
The Embarcadero
FOLSOM
FREMONT
BEALE
HARRISON
BAY BRIDGE
BRYANT

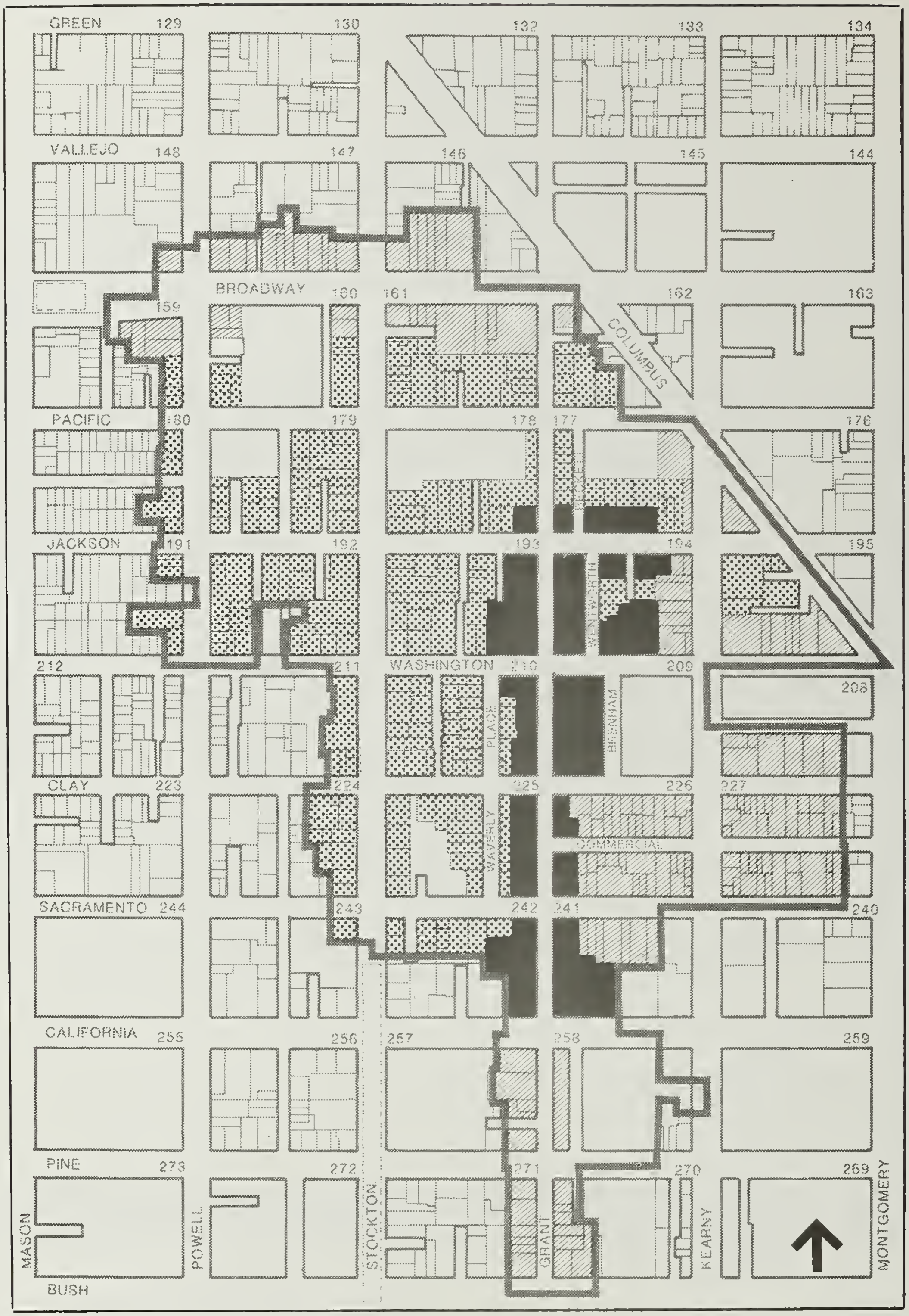
LAND USE PLAN

▨ **Residential**

▧ **Commercial/Industrial**

In Block 3766,Lot 5 along Beale Street is situated in a hollow and is a suitable site for a parking facility. The Residential category applies to the northern portion of this lot only at a level equal to or above the elevation of Harrison Street.

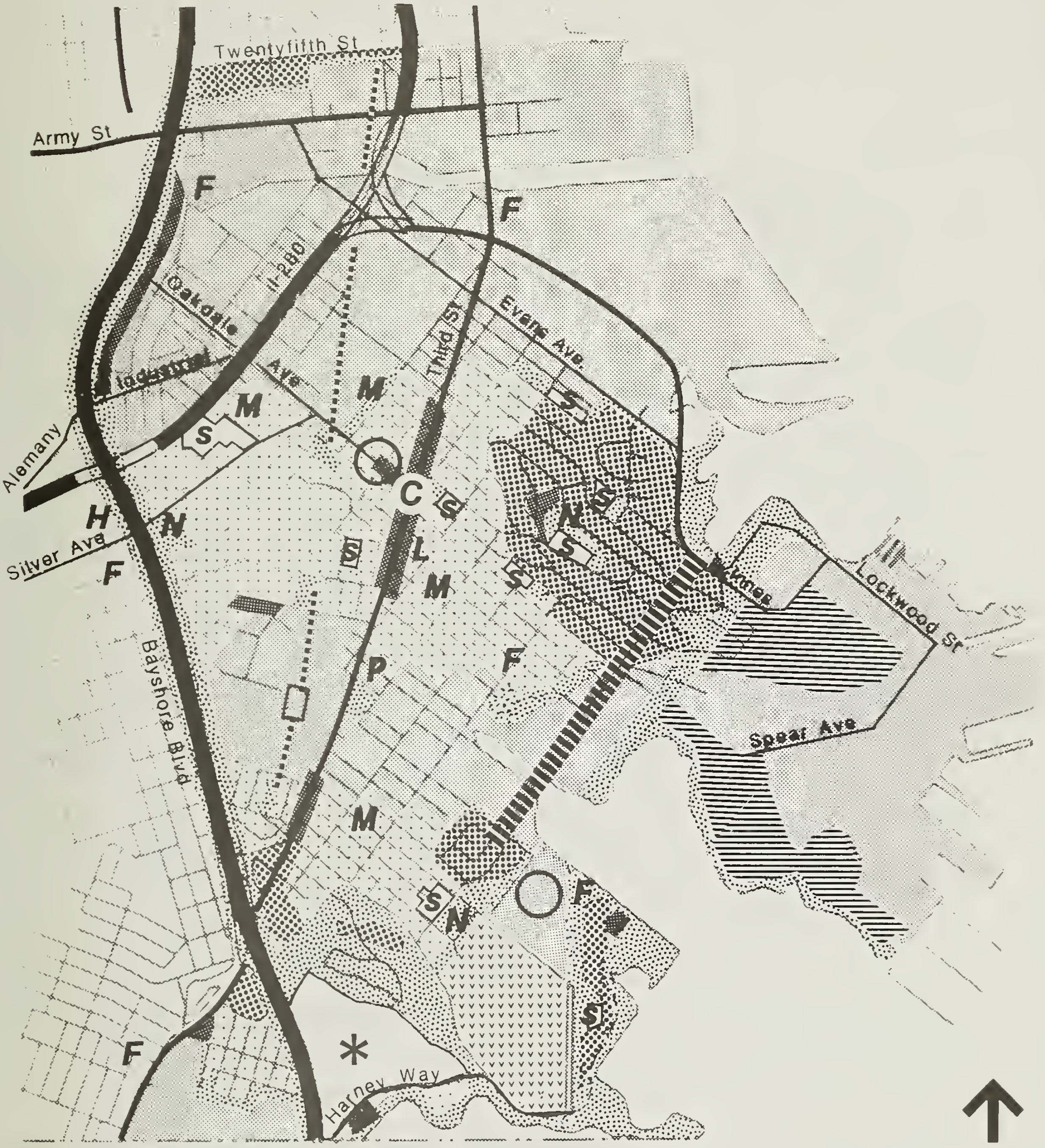
Source: Rincon Hill Area Plan


GREEN
129
130
132
133
134
VALLEJO
148
147
146
145
144
BROADWAY
159
160
161
162
163
COLUMBUS
PACIFIC
180
179
178
177
176
JACKSON
191
192
193
194
195
212
WASHINGTON
211
210
209
208
PLACE
BENHAM
CLAY
223
224
225
226
227
WAVERLY
COMMERCIAL
SACRAMENTO
244
243
242
241
240
CALIFORNIA
255
256
257
258
259
PINE
273
272
271
270
269
MASON
POWELL
STOCKTON
GRANT
KEARNY
MONTGOMERY
BUSH

CHINATOWN LAND USE AND DENSITY PLAN

	PREDOMINANT COMMERCIAL USE TYPE	BUILDING COMMERCIAL INTENSITY DENSITY	APPROPRIATE ZONING DISTRICT
░	Chinatown Residential Neighborhood Commercial	FAR 1.0 : 1	CRNC
▨	Chinatown Community Business	2.8 : 1	CCB
■	Chinatown Visitor Retail	2.0 : 1	CVR

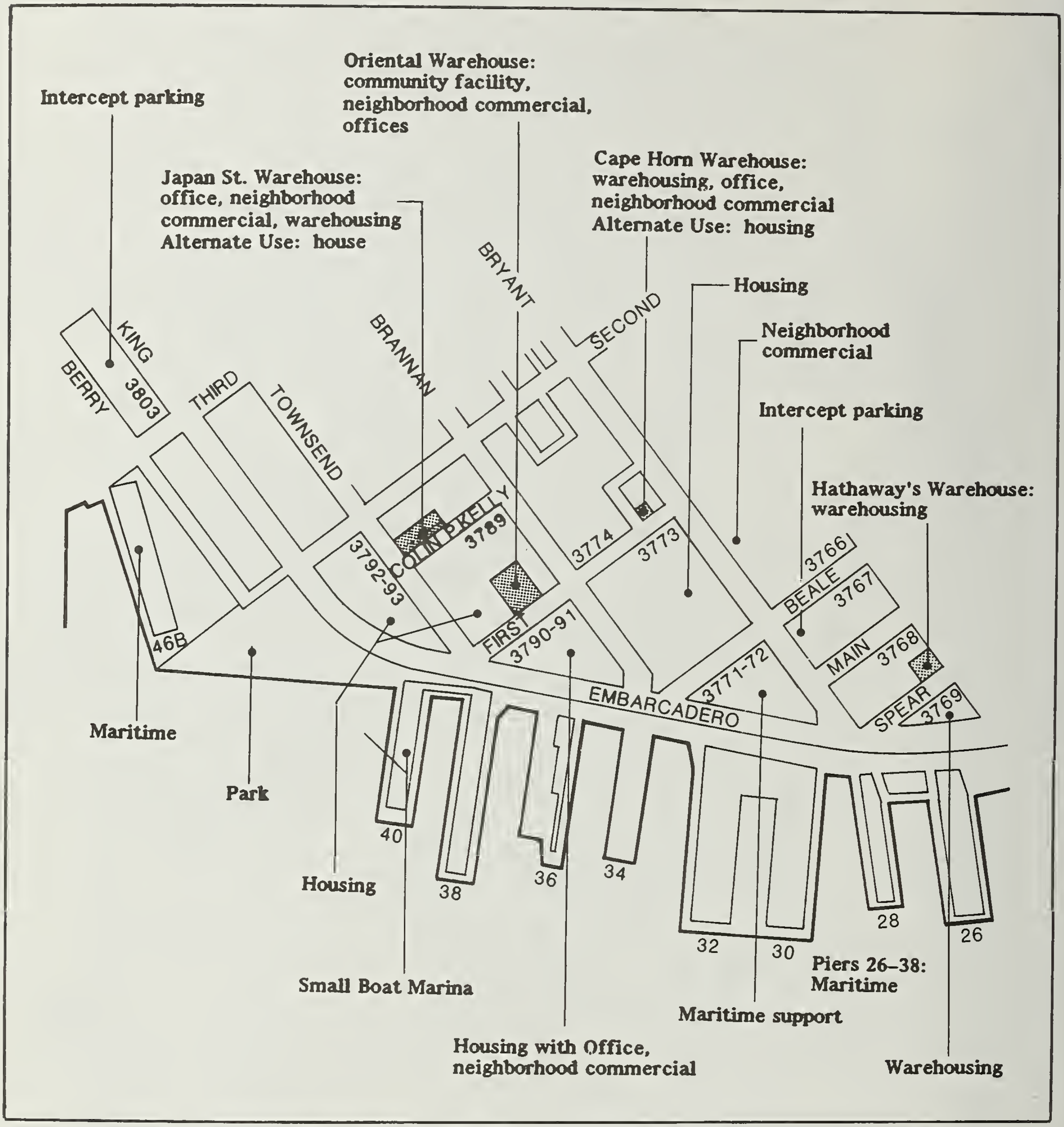
Source: **Chinatown Area Plan**


Twentyfifth St
Army St
F
I-280
Oakdale Ave
Industrial
Third St
Evans Ave
Alemany
M
S
C
L
H
N
P
Silver Ave
Bayshore Blvd
Innes
Lockwood St
Spear Ave
Harney Way

SOUTH BAYSHORE PLAN

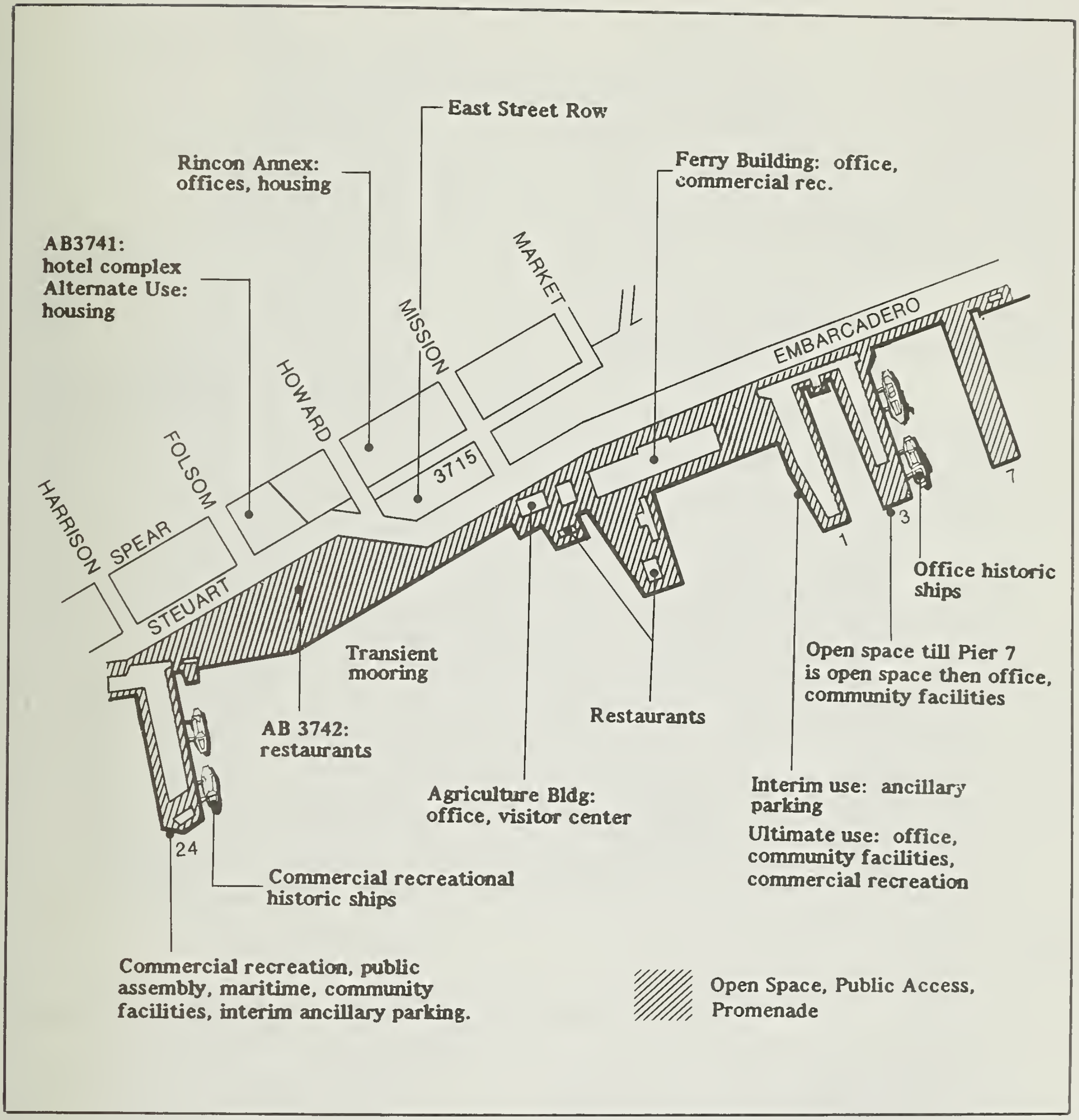
⁚	Low Density Residential	**S**	School	—	Local Street
▩	Medium Density Residential	**M**	Mini Park	—	Secondary Thoroughfare
ᵛ	Candlestick Park	**C**	Community Center	━	Major Thoroughfare
░	Park. Recreation. Planted Area	**N**	Neighborhood Center	▬	Freeway
■	Commercial	**L**	Library	······	SP Railroad and Station
▒	Industrial	**H**	Public Health Center	*	See Sub-Area Plan for San Francisco Executive Park
☰	Support Facilities. Naval Shipyard	**P**	Police Station	ǀǀǀǀǀǀǀ	Refer to The Transportation Element for Criteria for State Route 230
○	Alternate Sites for Higher Educational Facilities	**F**	Fire Station		

Source: **South Bayshore Area Plan**


Intercept parking
Oriental Warehouse: community facility, neighborhood commercial, offices
Japan St. Warehouse: office, neighborhood commercial, warehousing Alternate Use: house
Cape Horn Warehouse: warehousing, office, neighborhood commercial Alternate Use: housing
Housing
Neighborhood commercial
Intercept parking
Hathaway's Warehouse: warehousing
KING
BERRY
3803
THIRD
TOWNSEND
BRANNAN
BRYANT
SECOND
COLIN P KELLY
3789
3792-93
3774
3773
3766
BEALE
3767
FIRST
3790-91
MAIN
3768
SPEAR
3769
3771-72
EMBARCADERO
46B
Maritime
Park
Housing
40
38
36
34
32
30
28
26
Small Boat Marina
Housing with Office, neighborhood commercial
Maritime support
Piers 26–38: Maritime
Warehousing

NORTH CHINA BASIN AREA
Land Use Plan

Source: Northeastern Waterfront Area Plan


East Street Row
Rincon Annex: offices, housing
Ferry Building: office, commercial rec.
AB3741: hotel complex Alternate Use: housing
MARKET
MISSION
HOWARD
FOLSOM
HARRISON
SPEAR
STEUART
EMBARCADERO
3715
1
3
7
24
Office historic ships
Open space till Pier 7 is open space then office, community facilities
Transient mooring
Restaurants
AB 3742: restaurants
Agriculture Bldg: office, visitor center
Interim use: ancillary parking
Ultimate use: office, community facilities, commercial recreation
Commercial recreational historic ships
Commercial recreation, public assembly, maritime, community facilities, interim ancillary parking.
▨ Open Space, Public Access, Promenade

FERRY BUILDING AREA
Land Use Plan

Source: Northeastern Waterfront Area Plan

RECREATION AND OPEN SPACE

A land use element is required by the Government Code to include the "general distribution and general location and extent of the uses of land for open space and recreation." This required material is contained in the Recreation and Open Space Element and in various Area Plans as indicated below.

Recreation and Open Space Land Use Policies from Other Parts of the Master Plan

Recreation and Open Space Element
Objective 1, Policies 1-4
Objective 2, Policies 1, 2, 5, 7, 8, 9, 11
Objective 3, Policies 2-5
Objective 4, Policies 4-7

Downtown Area Plan
Objective 9, Policies 1-5
Objective 10, Policies 1-5
Objective 11, Policies 1-2

Chinatown Plan
Objective 4, Policy 4

Western Shoreline Area Plan
The Great Highway
    Objective 2, Policy 2
Golden Gate Park
    Objective 3, Policies 1-4
The Zoo
    Objective 4, Policies 1, 4, 5, and 8
Lake Merced
    Objective 5, Policies 1, 2 and 4
Ocean Beach
    Objective 6, Policies 1 and 4
Sutro Heights Park
    Objective 7 Policies 1-4
Cliff House-Sutro Baths
    Objective 8, Policies 1 and 3
Fort Funston
    Objective 9, Policies 1 and 2
Olympic Country Club
    Objective 10, Policies 1-3

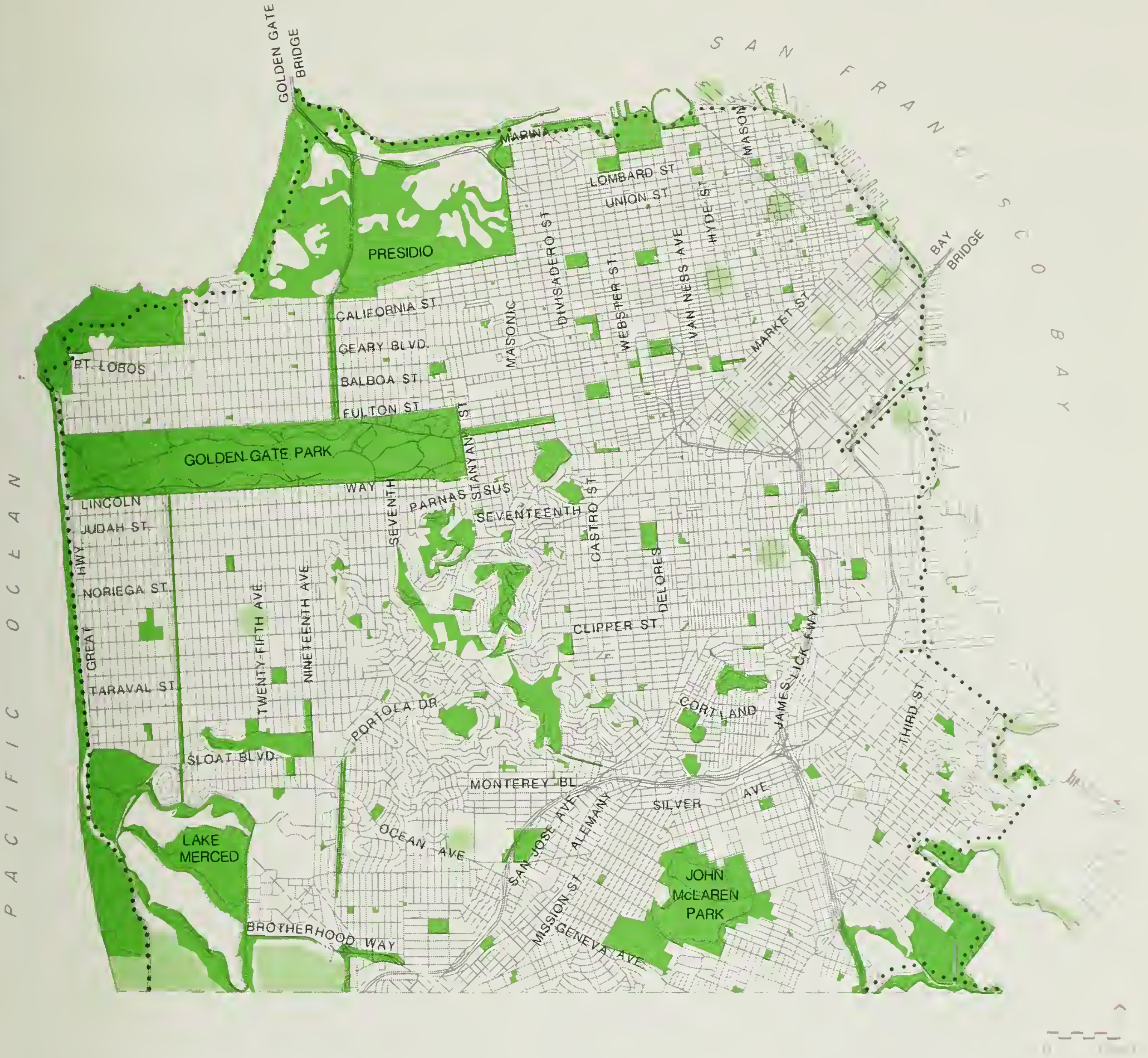
Northeastern Waterfront Area Plan
Objective 7, Policies 1-9
SUBAREAS
Fisherman's Wharf Area
    Objective 11, Policy 5
    Objective 12, Policies 1 and 3
Base of Telegraph Hill Area
    Objective 17, Policy 6
Ferry Building Area
    Objective 20
    Pier 7, Policies 1 and 2
    Pier 3, Policies 1, 4, 6, 8
    Promenade, Policies 1 and 2
    Ferry Building, Policies 4 and 5
    Between Agricultural Building and Pier 24, Policy 1
    Pier 24, Policies 1 and 3
    Inland Site, Policies 1 and 2
North China Basin Area
    Piers 40-46A, Policy 2
    Public Park, Policies 1 and 2
    Residential Neighborhood, Policies 1 and 6
    Walkways and Open Space, Policies 1 and 2
Embarcadero Corridor
    Embarcadero Roadway, Policies 1 and 2

Central Waterfront Area Plan
Objective 9, Policies 1-3
China Basin Area
    Objective 16, Policy 1
Central Basin Area
    Objective 21, Policies 1 and 3
Islais Creek Area
    Objective 23, Policy 1
Lower Potrero Area
    Objective 26, Policy 5

South Bayshore Area Plan
Objectives 6 and 7, Policies 1-14
Executive Park
    Objective 13, Policy 6

Recreation and Open Space Land Use Maps from Other Parts of the Master Plan

The following map indicates the locations for recreation and open space land uses:


GOLDEN GATE BRIDGE
SAN FRANCISCO BAY
BAY BRIDGE
PACIFIC OCEAN
MARINA
PRESIDIO
LOMBARD ST
UNION ST
MASON
HYDE ST
VAN NESS AVE
WEBSTER ST
DIVISADERO ST
MASONIC
MARKET ST
CALIFORNIA ST
GEARY BLVD.
BALBOA ST
FULTON ST
PT. LOBOS
GOLDEN GATE PARK
STANYAN ST
WAY
LINCOLN
JUDAH ST
PARNASSUS
SEVENTEENTH
SEVENTH
CASTRO ST
DELORES
HWY.
GREAT
NORIEGA ST
TARAVAL ST
TWENTY-FIFTH AVE
NINETEENTH AVE
CLIPPER ST
PORTOLA DR
CORTLAND
JAMES LICK FWY
THIRD ST
SLOAT BLVD.
MONTEREY BL
SILVER AVE
LAKE MERCED
OCEAN AVE
SAN JOSE AVE
ALEMANY
MISSION ST
GENEVA AVE
JOHN McLAREN PARK
BROTHERHOOD WAY

CITYWIDE RECREATION & OPEN SPACE PLAN

EXISTING PUBLIC OPEN SPACE

🟩 Retain Outdoor Open Space, Preserve Natural Qualities, And Where Appropriate Convert To Public Recreational Use

PROPOSED PUBLIC OPEN SPACE

🟩 Acquire For Or Convert To Public Open Space

● Provide New Open Space In The General Vicinity

••••• Proposed Shoreline Trail

Source: Recreation and Open Space Element

PUBLIC FACILITIES

A land use element is required by the Government Code to include the "general distribution and general location and extent of the uses of land for education, public buildings and grounds, solid and liquid waste disposal facilities and other categories of public and private uses of land." This required material is contained in the Community Facilities and Commerce and Industry Elements and various Area Plans as indicated below.

Public Facilities Land Use Policies from Other Parts of the Master Plan

Commerce and Industry Element
Objective 7, Policies 1-3

Community Facilities Element
Police Facilities
  Objective 1, Policies 1-7
  Objective 2, Policies 1-3
Neighborhood Center Facilities
  Objective 3, Policies 1-8
Fire Faciliites
  Objective 5, Principles 1-3
Library Facilities
  Objective 6, Principles 1-5
Public Health Centers
  Objective 7, Principles 1-6
Educational Facilities
  Objective 8, Policy 1
Institutional Facilities
  Objective 9, Policy 1
Wastewater Facilities
  Objective 10, Policy 1
Solid Waste Facilities
  Objective 11, Policy 1

Chinatown Area Plan
Objective 5, Policy 1

Civic Center Area Plan
Objective 1, Policy 1 and 3
Objective 2, Policies 1-4
Objective 3, Policy 1

Public Facilities Maps from Other Parts of the Master Plan

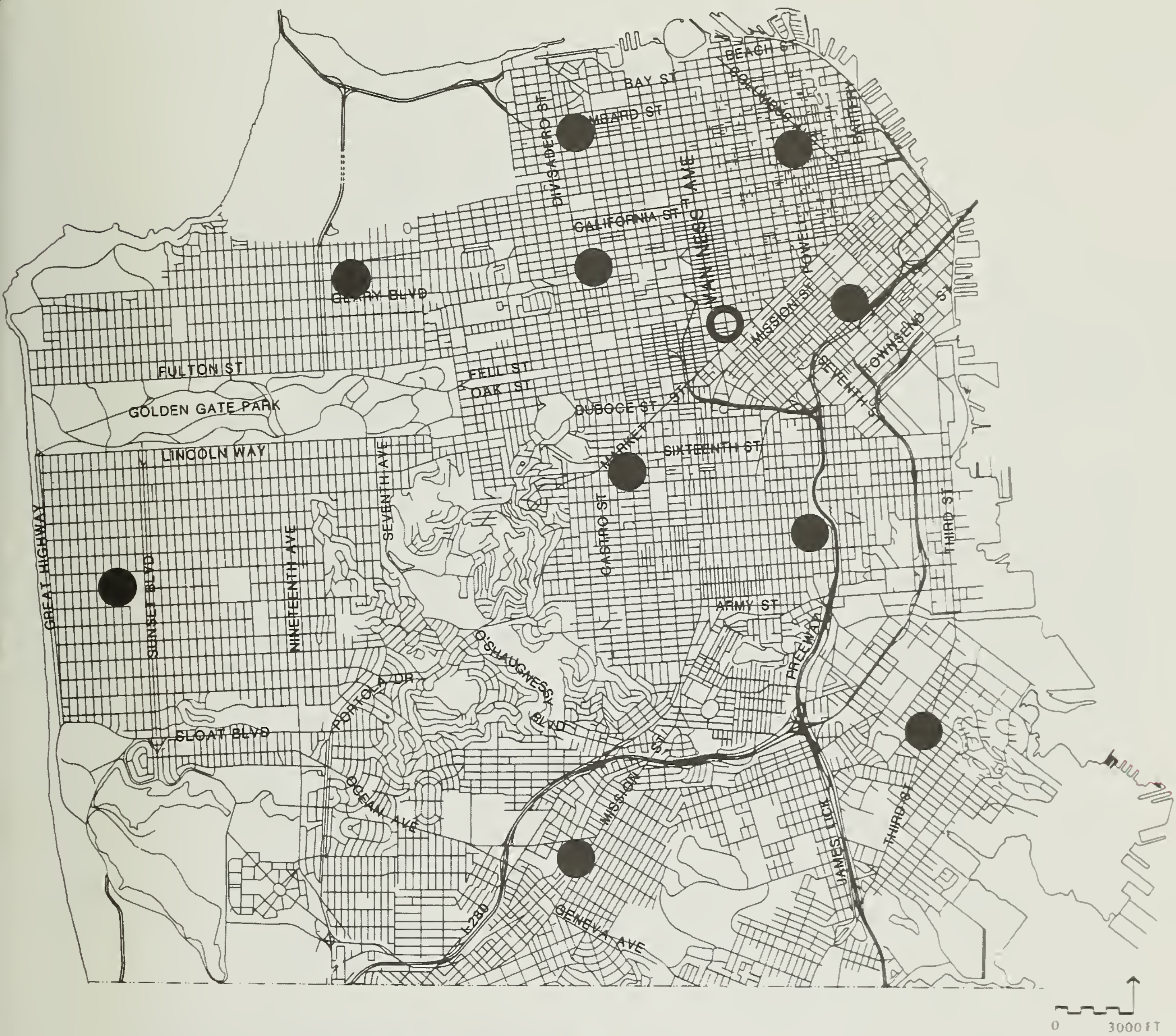
The following maps indicate the locations for various public facilities.

AREAS SUBJECT TO FLOODING

A land use element is required by the Government Code to "identify areas covered by the plan which are subject to flooding." This required material is contained in the Community Safety Element of the Master Plan.

Maps of Areas Subject to Flooding from Other Parts of the Master Plan

The following map indicates the areas subject to flooding.

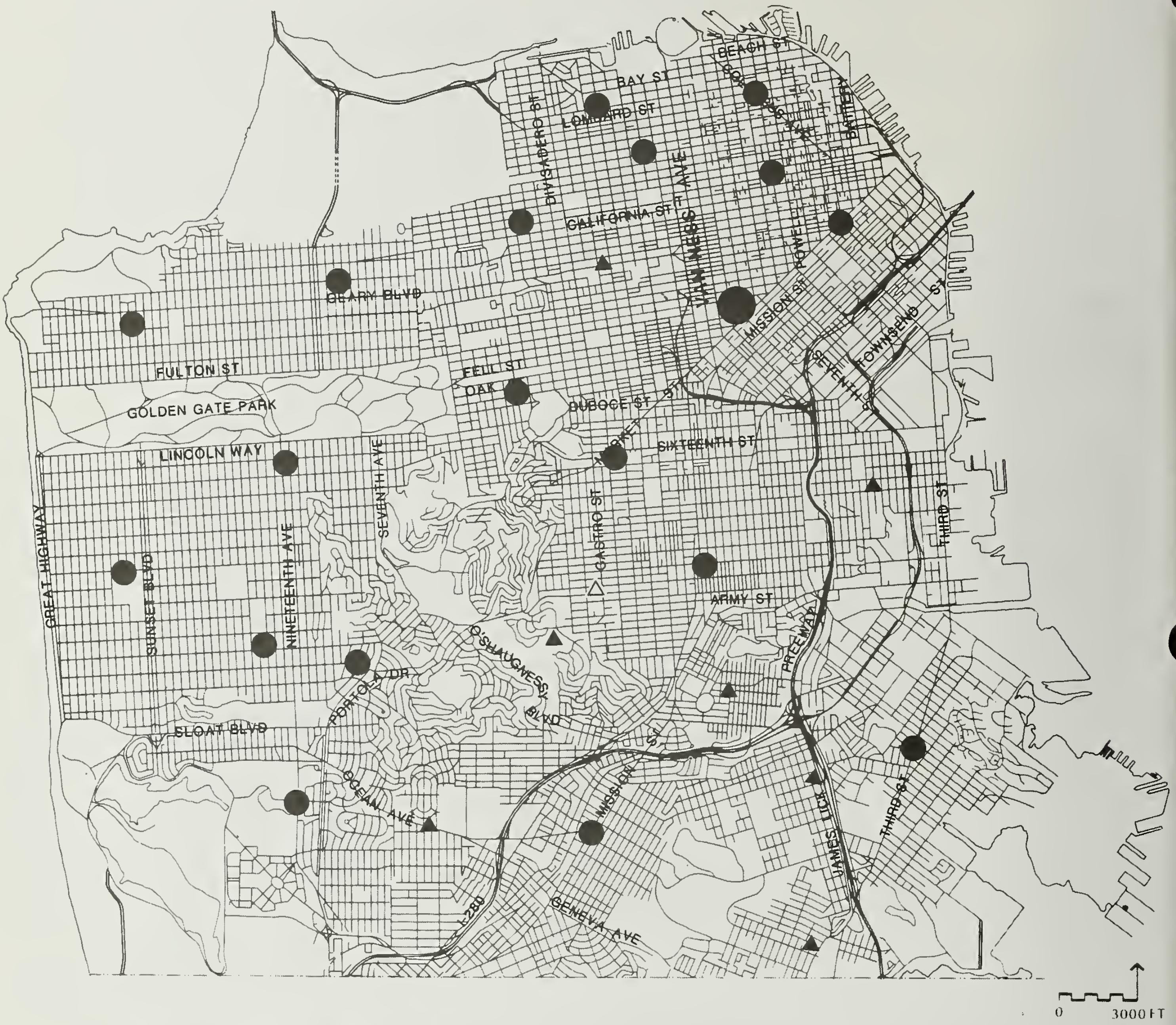

BEACH ST
BAY ST
LOMBARD ST
DIVISADERO ST
COLUMBUS AVE
BATTERY
VAN NESS AVE
CALIFORNIA ST
POWELL ST
GEARY BLVD
MISSION ST
TOWNSEND ST
FULTON ST
FELL ST
OAK ST
TENTH ST
GOLDEN GATE PARK
DUBOCE ST
MARKET ST
LINCOLN WAY
SIXTEENTH ST
SEVENTH AVE
CASTRO ST
THIRD ST
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
ARMY ST
FREEWAY
O'SHAUGHNESSY BLVD
PORTOLA DR
SLOAT BLVD
OCEAN AVE
MISSION ST
JAMES LICK
THIRD ST
I-280
GENEVA AVE
0
3000 FT

PUBLIC HEALTH CENTERS PLAN

● District Public Health Center Location

○ Interim District Public Health Center

Source: Community Facilities Element


BEACH ST
BAY ST
LOMBARD ST
BATTERY
DIVISADERO ST
VAN NESS AVE
CALIFORNIA ST
POWELL
GEARY BLVD
MISSION ST
TOWNSEND ST
SEVENTH
FULTON ST
FELL ST
OAK
GOLDEN GATE PARK
DUBOCE ST
MARKET ST
LINCOLN WAY
SIXTEENTH ST
SEVENTH AVE
CASTRO ST
THIRD ST
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
ARMY ST
O'SHAUGNESSY BLVD
FREEWAY
PORTOLA DR
SLOAT BLVD
OCEAN AVE
MISSION ST
JAMES LICK
THIRD ST
I-280
GENEVA AVE
0
3000 FT

LIBRARY LOCATION PLAN

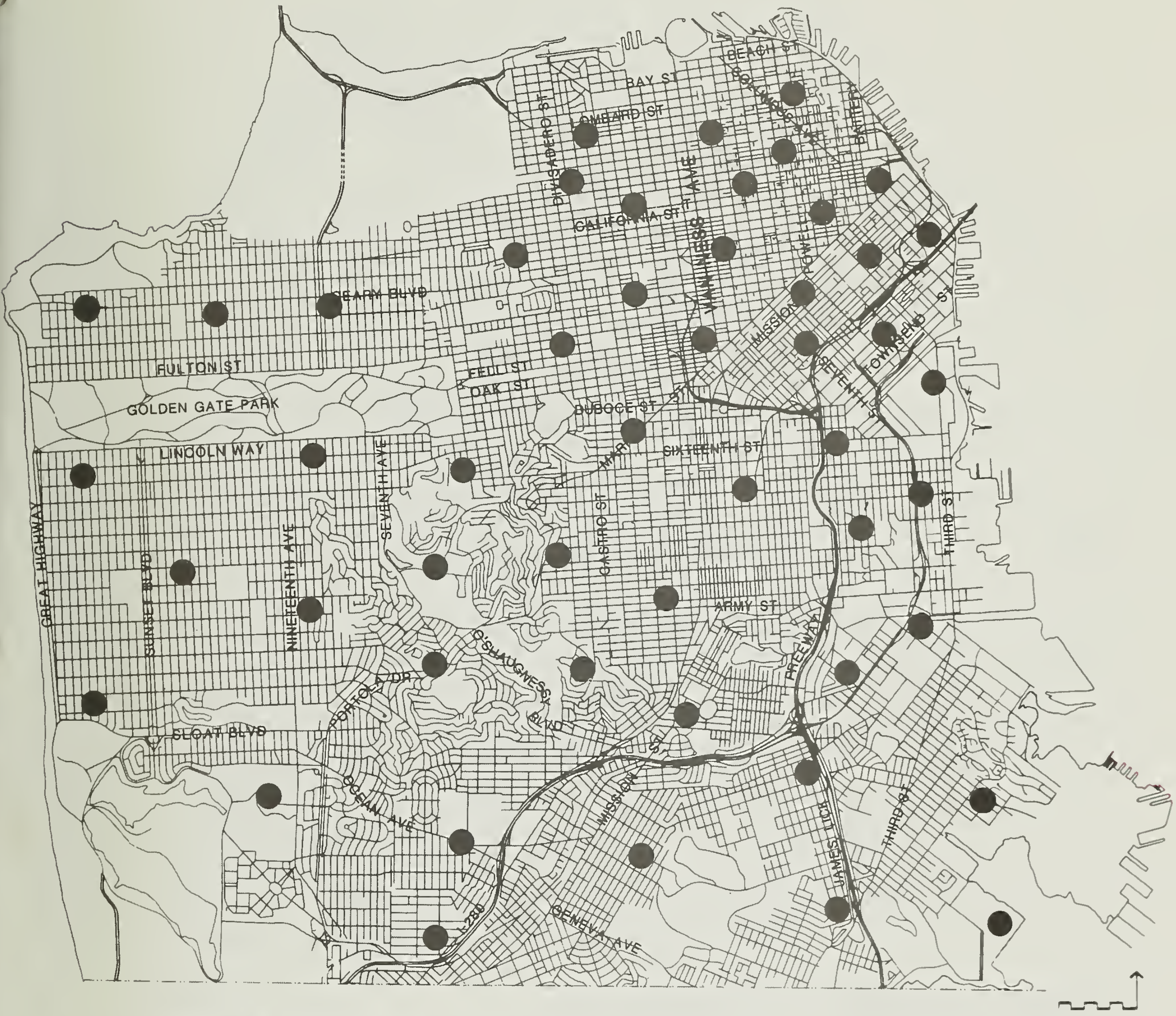
● Main Library

● Large Branch

▲ Small Branch

△ Interim Branch

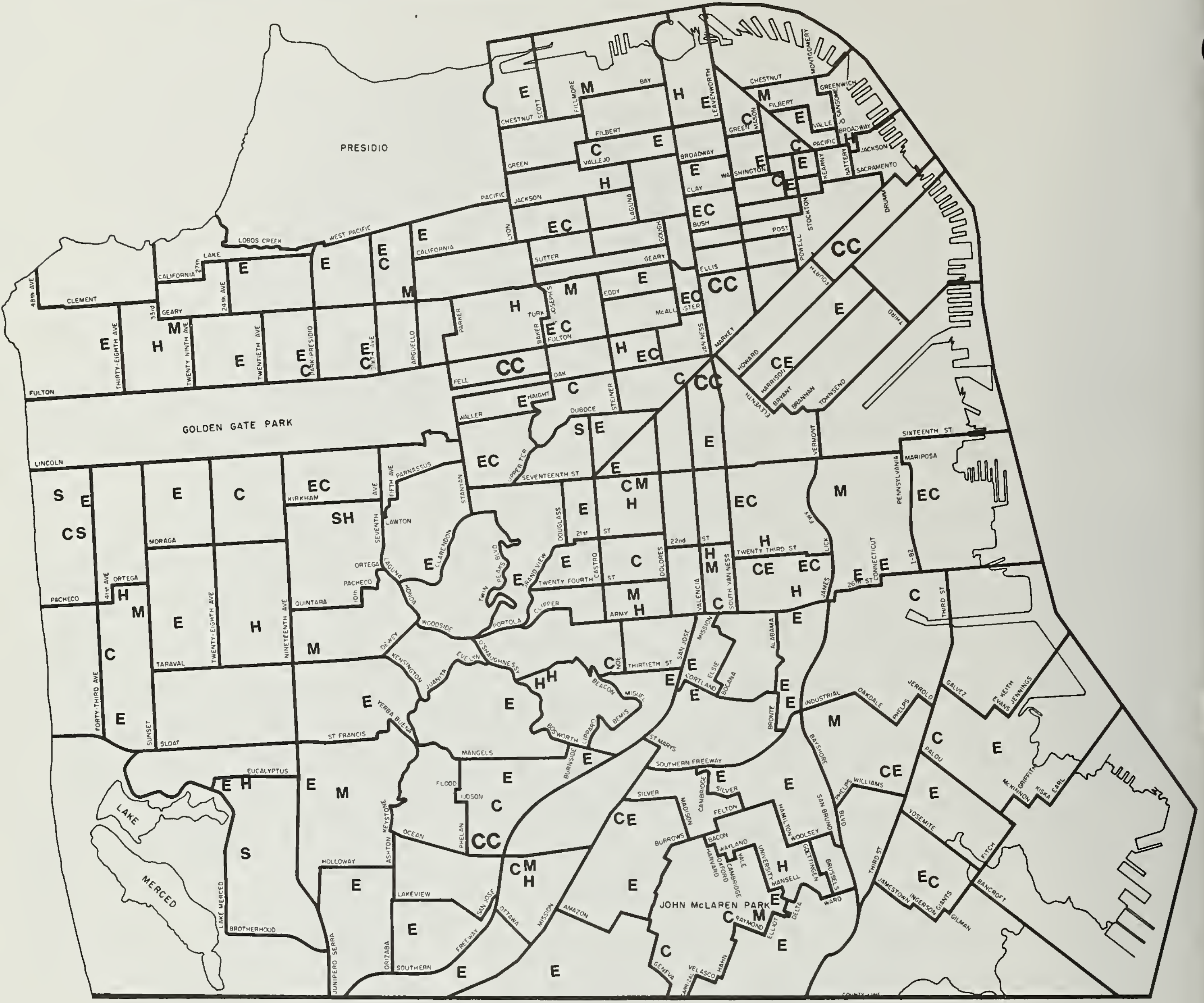
Source: **Community Facilities Element**


BEACH ST
BAY ST
LOMBARD ST
COLUMBUS AVE
BATTERY
DIVISADERO ST
CALIFORNIA ST
VAN NESS AVE
POWELL
GEARY BLVD
MISSION
TOWNSEND ST
FULTON ST
FELL ST
OAK ST
GOLDEN GATE PARK
DUBOCE ST
MARKET ST
SEVENTH ST
LINCOLN WAY
SIXTEENTH ST
SEVENTH AVE
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
CASTRO ST
THIRD ST
ARMY ST
O'SHAUGHNESSY BLVD
PORTOLA DR
FREEWAY
SLOAT BLVD
OCEAN AVE
MISSION ST
JAMES LICK
THIRD ST
280
GENEVA AVE
0
3000 FT

FIRE FACILITIES PLAN

● **Fire Facilities**

Source: **Community Facilities Element**


PRESIDIO
GOLDEN GATE PARK
LAKE MERCED
JOHN McLAREN PARK
LOBOS CREEK
WEST PACIFIC
PACIFIC
CALIFORNIA
CLEMENT
GEARY
FULTON
LINCOLN
KIRKHAM
MORAGA
ORTEGA
PACHECO
QUINTARA
TARAVAL
SLOAT
ST FRANCIS
EUCALYPTUS
BROTHERHOOD
HOLLOWAY
OCEAN
LAKEVIEW
SOUTHERN
48th AVE
THIRTY-EIGHTH AVE
TWENTY NINTH AVE
TWENTIETH AVE
24th AVE
33rd
27th
PARK PRESIDIO
ARGUELLO
FORTY-THIRD AVE
41st AVE
SUNSET
NINETEENTH AVE
TWENTY-EIGHTH AVE
SEVENTH
FIFTH AVE
PARNASSUS
LAWTON
LAGUNA
JUNIPERO SERRA
LAKE MERCED
ORIZABA
ASHTON
KEYSTONE
YERBA BUENA
KENSINGTON
DEWEY
WOODSIDE
PORTOLA
CLIPPER
JUANITA
EVELYN
O'SHAUGHNESSY
TWIN PEAKS BLVD
GRAND VIEW
CLARENDON
STANYAN
WALLER
HAIGHT
DUBOCE
OAK
FELL
UPPER TER
SEVENTEENTH ST
DOUGLASS
CASTRO
21st
ST
TWENTY FOURTH
DOLORES
ARMY
22nd
VALENCIA
SOUTH VAN NESS
MISSION
SAN JOSE
THIRTIETH ST
NOE
CORTLAND
ELSIE
BOCANA
ALABAMA
BRONTE
MANGELS
FLOOD
JUDSON
PHELAN
BOSWORTH
LIPPARD
BURNSIDE
BEACON
BEMIS
MIGUEL
ST MARYS
SOUTHERN FREEWAY
SILVER
MADISON
CAMBRIDGE
FELTON
BURROWS
BACON
WAYLAND
HARVARD
OXFORD
YALE
UNIVERSITY
HAMILTON
WOOLSEY
GOETTINGEN
MANSELL
BRUSSELS
WARD
RAYMOND
ELLIOT
DELTA
GENEVA
VELASCO
HAHN
CAPITAL
SAN JOSE
OTTAWA
FREEWAY
MISSION
AMAZON
SAN BRUNO
BAYSHORE
INDUSTRIAL
OAKDALE
PHELPS
JERROLD
PHELPS WILLIAMS
PALOU
YOSEMITE
JAMESTOWN
INGERSON
GIANTS
GILMAN
BANCROFT
FITCH
McKINNON
GRIFFITH
KISKA
EARL
KEITH
EVANS
JENNINGS
GALVEZ
THIRD ST
CONNECTICUT
26th ST
JAMES
LICK
PENNSYLVANIA
I-82
MARIPOSA
SIXTEENTH ST
VERMONT
TWENTY THIRD ST
FRAY
COUNTY LINE
CHESTNUT
SCOTT
FILLMORE
BAY
GREEN
FILBERT
VALLEJO
JACKSON
LYON
SUTTER
GEARY
EDDY
TURK
PARKER
BAKER
JOSEPH'S
FULTON
LAGUNA
GOUGH
BROADWAY
CLAY
BUSH
ELLIS
McALLISTER
VAN NESS
MARKET
LEAVENWORTH
MASON
GREEN
WASHINGTON
POST
POWELL
STOCKTON
KEARNY
BATTERY
MONTGOMERY
SANSOME
GREENWICH
VALLEJO
BROADWAY
PACIFIC
JACKSON
SACRAMENTO
DRUMM
FOURTH
THIRD
HOWARD
HARRISON
BRYANT
BRANNAN
TOWNSEND
ELEVENTH
STEINER
0
3000 FT

PUBLIC SCHOOL FACILITIES PLAN

C Children's Center

S Special Schools

E Elementary Schools

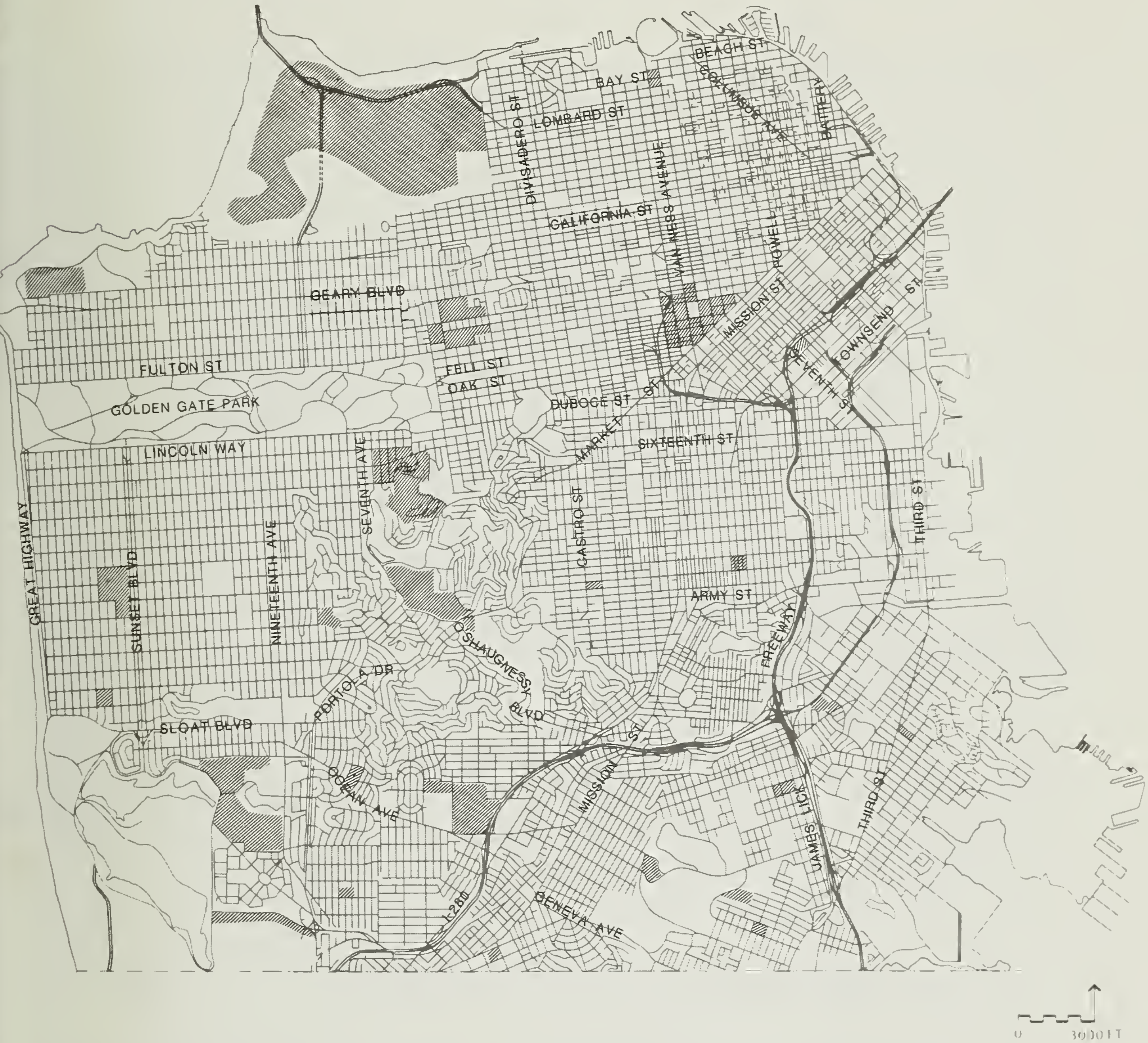
M Middle Schools

H High Schools

CC City College

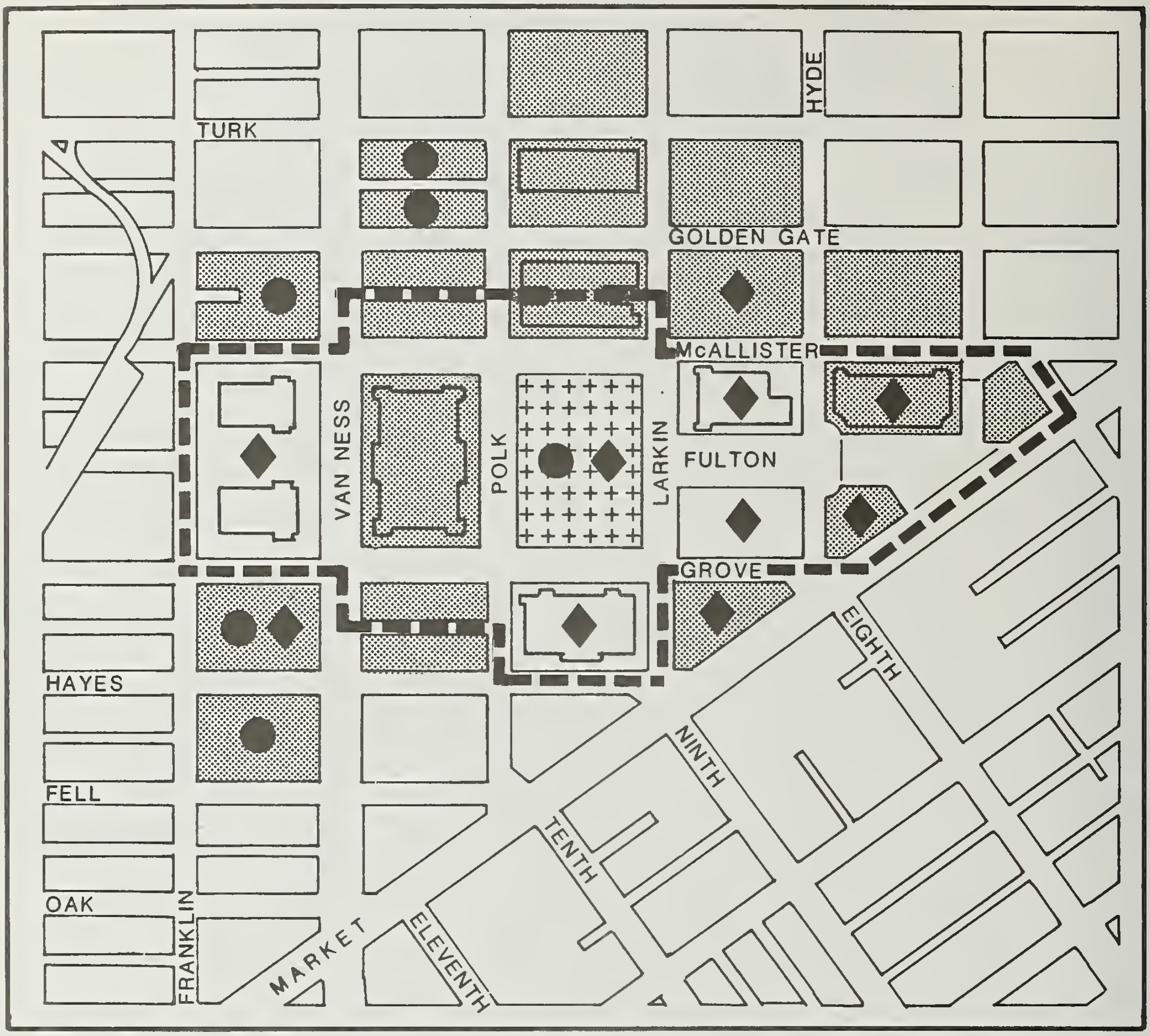
Note:
Boundary lines are cencus tracts

Source: **Community Facilities Element**


BEACH ST
BAY ST
COLUMBUS AVE
BATTERY
LOMBARD ST
DIVISADERO ST
VAN NESS AVENUE
CALIFORNIA ST
POWELL
GEARY BLVD
MISSION ST
TOWNSEND ST
FULTON ST
FELL ST
OAK ST
SEVENTH ST
GOLDEN GATE PARK
DUBOCE ST
MARKET ST
SIXTEENTH ST
LINCOLN WAY
SEVENTH AVE
THIRD ST
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
CASTRO ST
ARMY ST
O'SHAUGNESSY BLVD
FREEWAY
PORTOLA DR
SLOAT BLVD
MISSION ST
OCEAN AVE
JAMES LICK
THIRD ST
I-280
GENEVA AVE
0
3000 FT

INSTITUTIONAL FACILITIES PLAN

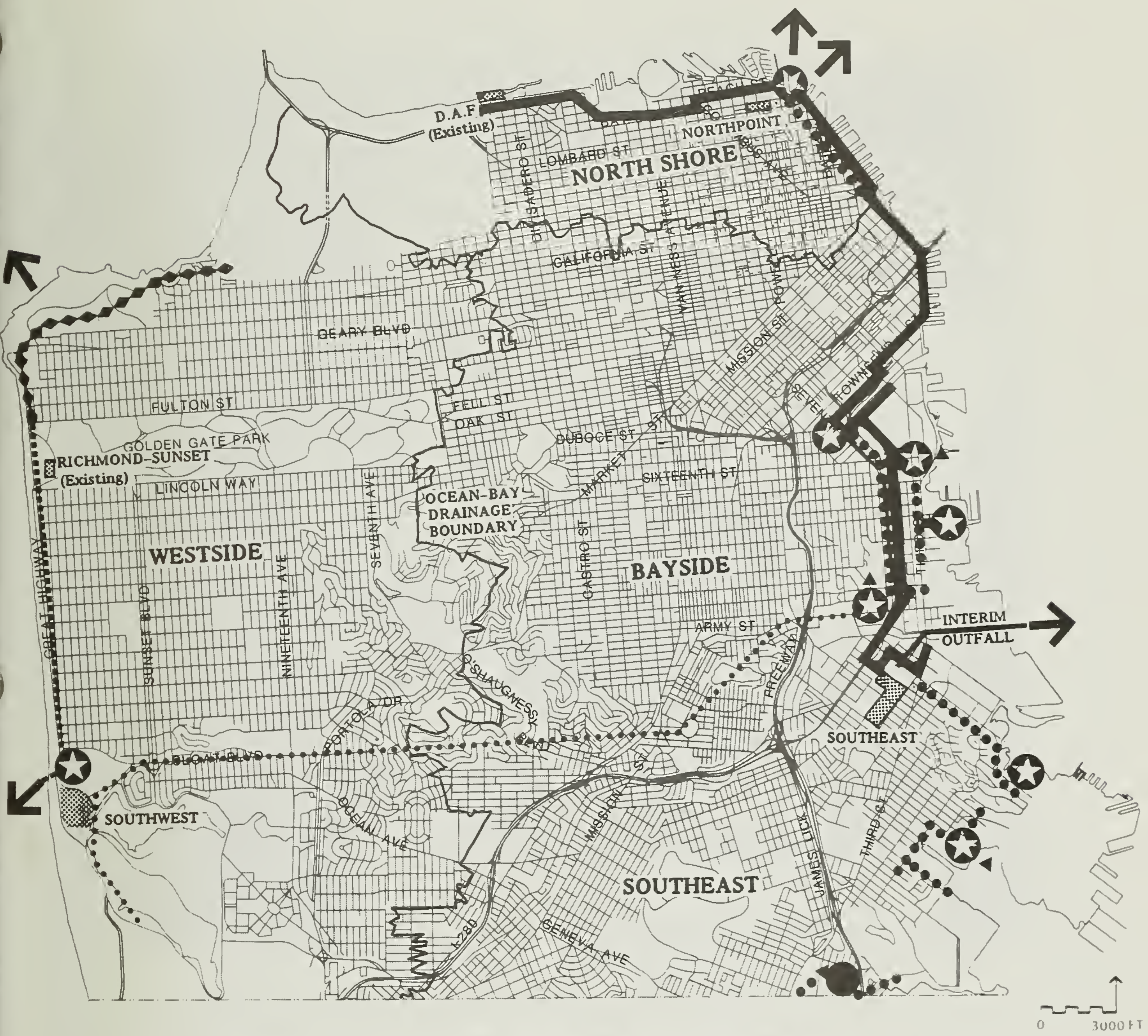
Source: Community Facilities Element


TURK
HYDE
GOLDEN GATE
McALLISTER
VAN NESS
POLK
LARKIN
FULTON
GROVE
HAYES
FELL
OAK
FRANKLIN
MARKET
ELEVENTH
TENTH
NINTH
EIGHTH

CIVIC CENTER PLAN

▬ ▬ ▬ Core Area
▨ Administrative
◆ Entertainment – Culture
+ + + Open Space
● Parking

Source: **Civic Center Area Plan**


D.A.F.
(Existing)
NORTHPOINT
LOMBARD ST
NORTH SHORE
DIVISADERO ST
VAN NESS AVENUE
POWELL ST
CALIFORNIA ST
GEARY BLVD
MISSION ST
FULTON ST
FELL ST
OAK ST
GOLDEN GATE PARK
RICHMOND-SUNSET
(Existing)
LINCOLN WAY
DUBOCE ST
MARKET ST
SIXTEENTH ST
OCEAN-BAY
DRAINAGE
BOUNDARY
WESTSIDE
SUNSET BLVD
NINETEENTH AVE
SEVENTH AVE
CASTRO ST
BAYSIDE
THIRD ST
ARMY ST
INTERIM
OUTFALL
GREAT HIGHWAY
O'SHAUGHNESSY BLVD
PORTOLA DR
FREEWAY
SLOAT BLVD
SOUTHEAST
SOUTHWEST
OCEAN AVE
MISSION ST
JAMES LICK
THIRD ST
SOUTHEAST
I-280
GENEVA AVE
0
3000 FT

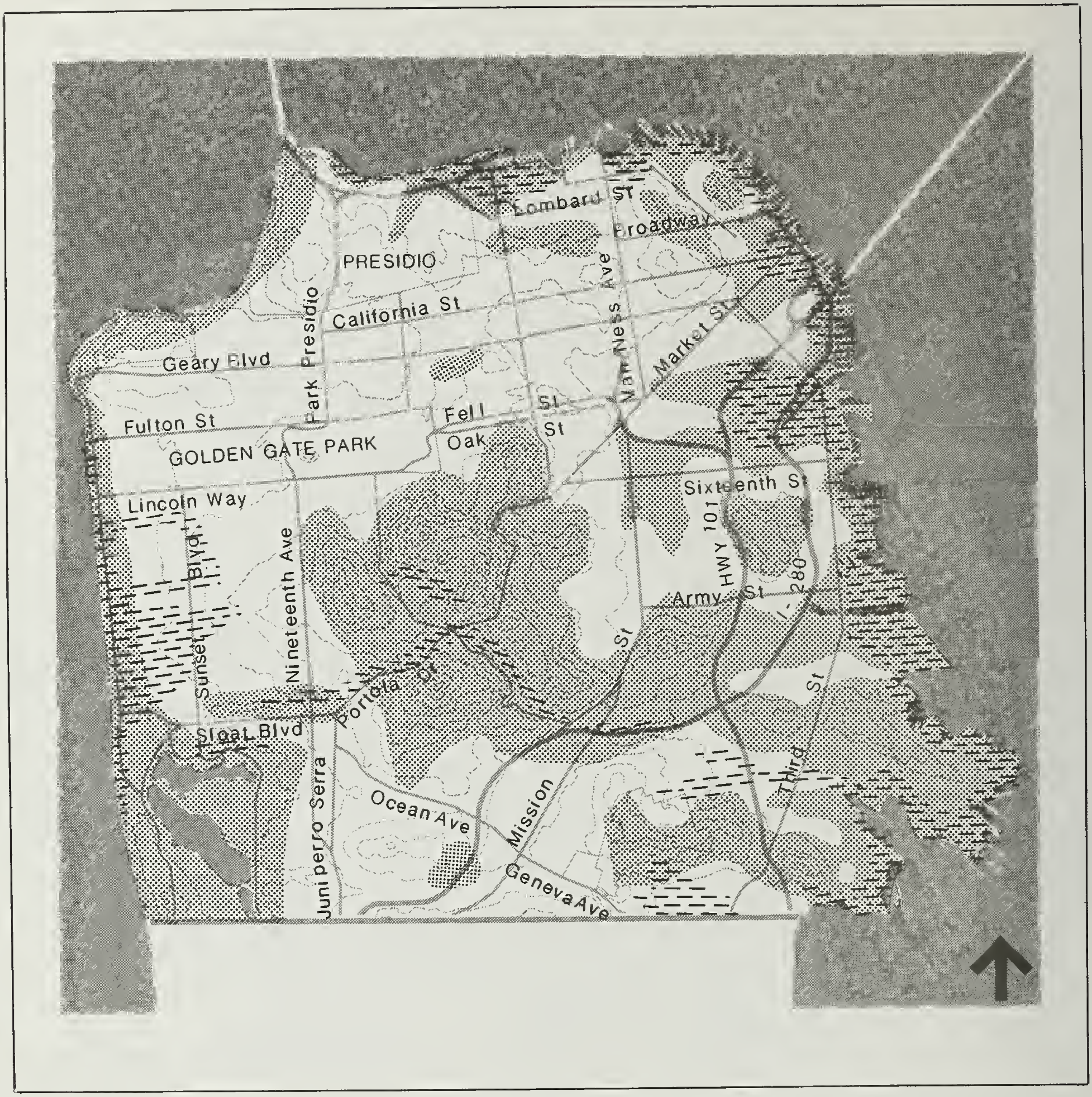
WASTE WATER AND SOLID WASTE FACILITIES PLAN

▬▬▬	Bayside Core System
┅┅┅┅	Westside Core System*
●●●●●	Remaining Bayside System
·······	Crosstown Transport*
◆◆◆◆	Richmond and Lake Merced Transports
✪	Pump Station
→	Outfall
▨	Water Pollution Control Plant
●	Solid Waste Facility
▲	Retention Basin

*Long Range Funding Projections For Beyond 1985

Sources:
San Francisco Clean Water Program. February 1982
San Francisco County Solid Waste Management. July 1983
The Community Facilities Plant.

Source: Community Facilities Element


Lombard St
Broadway
PRESIDIO
California St
Van Ness Ave
Market St
Geary Blvd
Park Presidio
Fulton St
Fell St
Oak St
GOLDEN GATE PARK
Sixteenth St
Lincoln Way
HWY 101
Nineteenth Ave
Sunset Blvd
Army St
I - 280
St
St
Portola Dr
Sloat Blvd
Third St
Junipero Serra
Ocean Ave
Mission
Geneva Ave

SPECIAL GEOLOGIC STUDY AREAS

▒ Potential Ground Failure Hazards

☰ Potential Inundation Hazards

▩ Potential For Both Ground Failure And Inundation Hazards

Source: Community Safety Element

POPULATION DENSITY AND BUILDING INTENSITY STANDARDS

A land use element is required by the Government Code to include the "population density and building intensity standards for various districts." This required material is contained in the Residence, Commerce and Industry, and Urban Design Elements and the various Area Plans as indicated below.

Population Density and Building Intensity Policies/Standards from Other Parts of the Master Plan

Commerce and Industry Element
Objective 1, Policies 2 and 4
Objective 6, Policies 1-3, 6 and 7
Objective 7, Policy 2

Residence Element
Objective 2, Policies 1-4

Downtown Area Plan
Objective 2, Policy 2
Objective 6, Policy 1
Objective 12, Policy 1 and 3
Objective 13, Policies 1, 2 and 4
Objective 14, Policies 1 and 2
Objective 16, Policies 1 and 2

Van Ness Avenue Area Plan
Objective 1, Policies 1 and 3
Objective 2, Policy 2
Objective 5, Policies 1, 3 and 5

Western Shoreline Plan
Objective 11, Policy 1

Northeastern Waterfront Plan
Objective 10, Policy 26
Base of Telegraph Hill
    Objective 17, Policy 4
    Objective 19, Policies 1 and 2
Ferry Building Area
    East Street Row, Policy 1
    Block 3741, Policy 1
    Inland Site, Policy 3
North China Basin Area
Residential Neighborhood, Policies 1 and 2

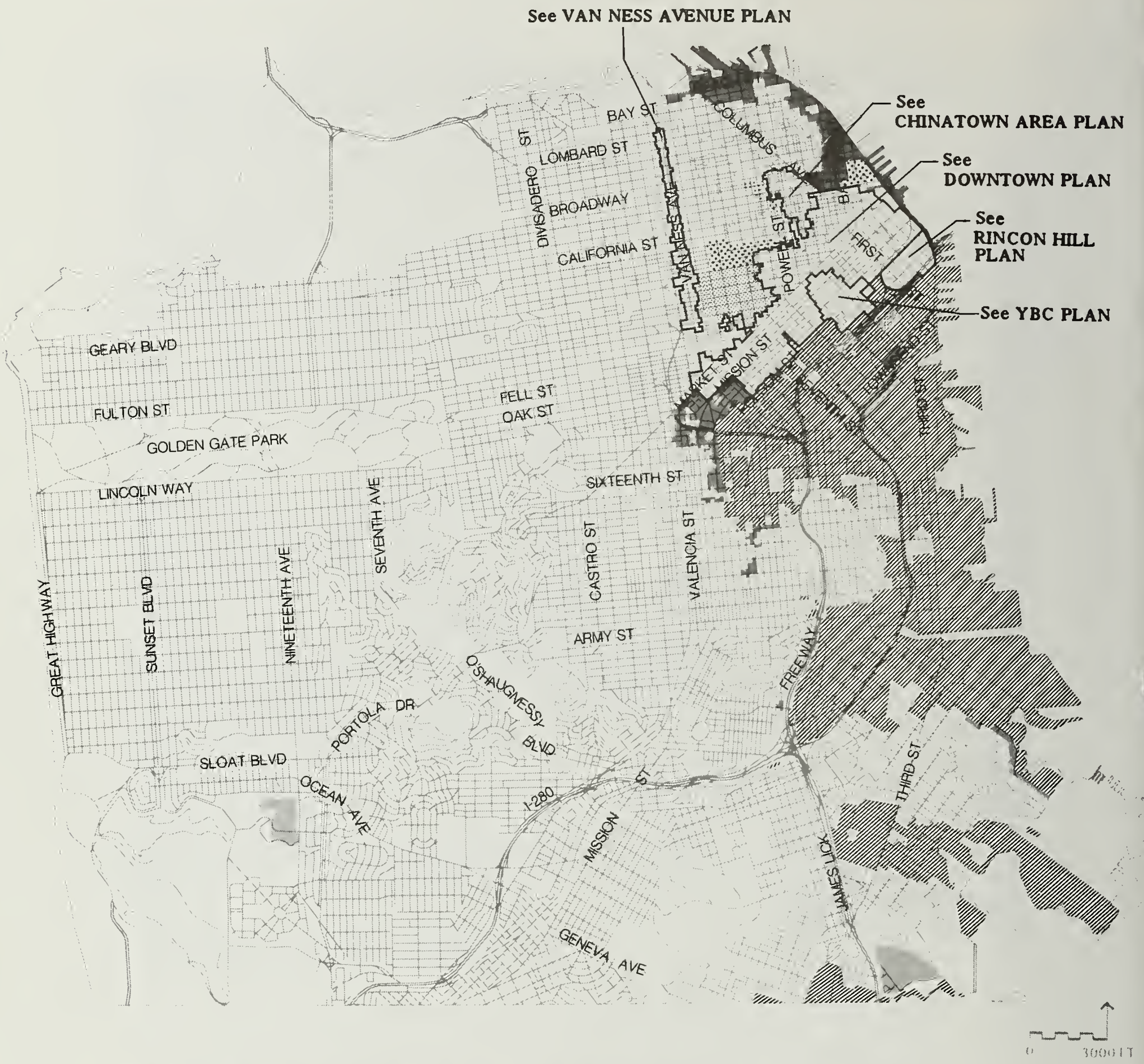
South Bayshore Plan
Residence Policies and Plan Proposals 3, 5, 6 and 7
Executive Park
    Objective 13, Policies 1, 3 and 4
    Objective 9, Policies 1, 3 and 7
    Objective 10, Policies 2, 3 and 4

Rincon Hill
Urban Design Policies

Chinatown
Objective 1, Policies 1, 2 and 4
Objective 2, Policy 2

Population Density and Building Intensity Maps from Other Parts of the Master Plan

The following maps indicate the population densities and building intensities for the areas they cover:


See VAN NESS AVENUE PLAN
See CHINATOWN AREA PLAN
See DOWNTOWN PLAN
See RINCON HILL PLAN
See YBC PLAN
BAY ST
COLUMBUS
LOMBARD ST
DIVISADERO ST
BROADWAY
CALIFORNIA ST
VAN NESS AVE
POWELL ST
FIRST
GEARY BLVD
FULTON ST
GOLDEN GATE PARK
FELL ST
OAK ST
MARKET ST
MISSION ST
THIRD ST
LINCOLN WAY
SIXTEENTH ST
SEVENTH AVE
CASTRO ST
VALENCIA ST
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
ARMY ST
FREEWAY
O'SHAUGHNESSY BLVD
PORTOLA DR
SLOAT BLVD
OCEAN AVE
I-280
MISSION ST
THIRD ST
JAMES LICK
GENEVA AVE
0 3000 FT

GENERALIZED COMMERCIAL & INDUSTRIAL DENSITY PLAN
(Excludes Neighborhood Commercial Areas)

DENSITY IN COMMERCIAL AREAS
(including residential uses)

■ **4.8–5.0 : 1 FAR**

░ **3.6 : 1 FAR**

DENSITY IN INDUSTRIAL AREAS
(including residential uses)

▨ **5.0 : 1 FAR**

DENSITY IN RESIDENTIAL/COMMERCIAL AREAS (excluding residential areas)

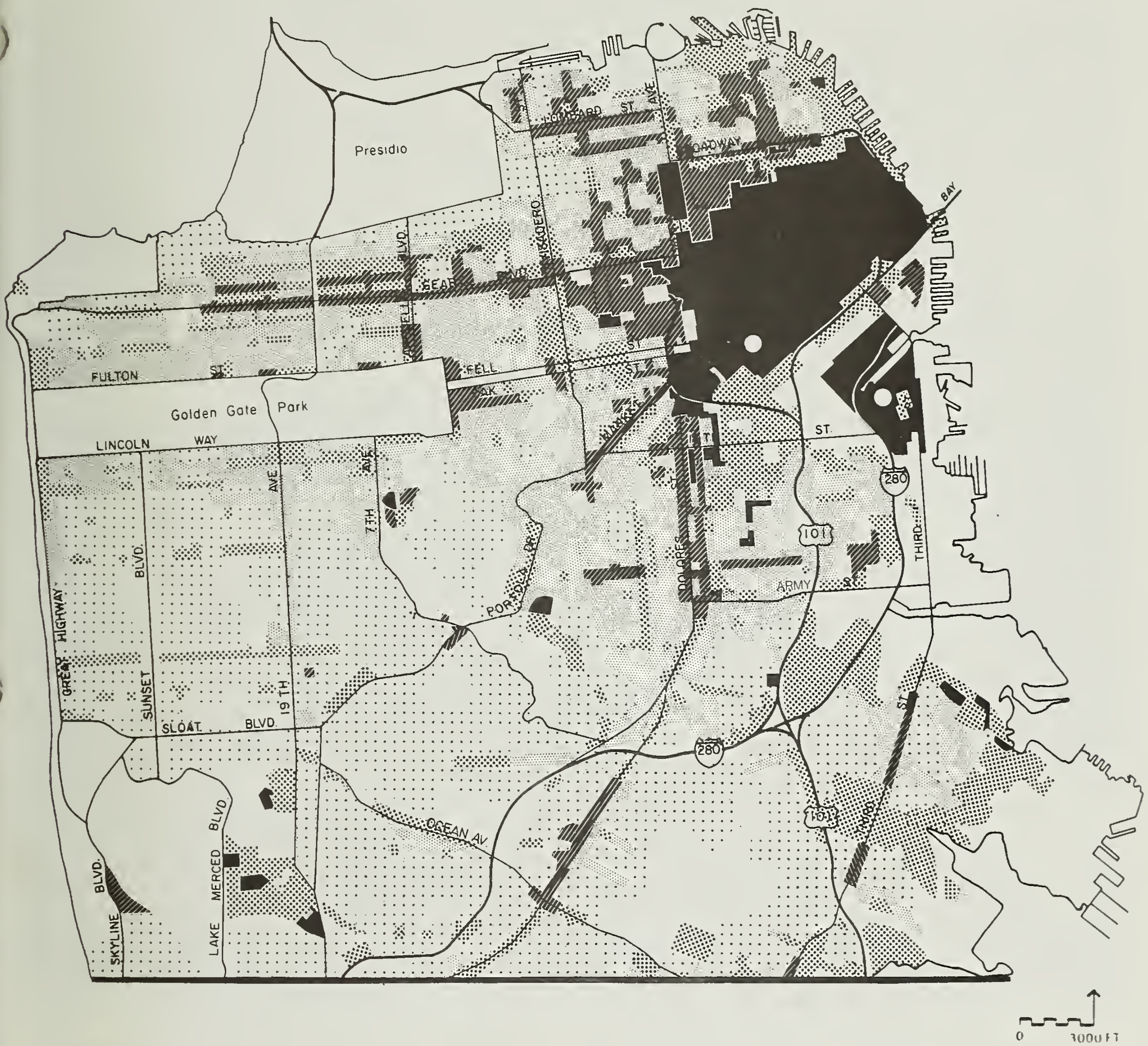
▩ **4.8 : 1 FAR**

▦ **3.6 : 1 FAR**

░ **1.8–2.0 : 1 FAR**

Note:
In Commercial and Industrial districts, both FAR and dwelling unit density controls apply. In Mixed Residential-Commerical districts, FAR limits apply to nonresidential uses and dwelling unit limits apply to residential uses. See Map 3 in the Residence Element for dwelling unit densities. An additional 25% FAR may be added on corner lots in non C-3 districts. Public use areas are excluded.

Source: Commerce and Industry Element


Presidio
LOMBARD ST.
AVE
BROADWAY
BAY
DIVISADERO
BLVD.
GEARY BLVD.
FULTON ST.
FELL
OAK
ST.
ST.
MARKET
Golden Gate Park
LINCOLN WAY
AVE.
7TH AVE.
ST.
280
101
DOLORES ST.
THIRD
ARMY ST.
PORTOLA DR.
GREAT HIGHWAY
SUNSET BLVD.
19TH
SLOAT BLVD.
280
ST.
101
OCEAN AV.
SKYLINE BLVD.
LAKE MERCED BLVD.
0
3000 FT

RESIDENTIAL DENSITY PLAN

░ **LOW DENSITY**
Average 14 units per acre

▒ **MODERATELY LOW DENSITY**
Average 36 units per acre

▓ **MEDIUM DENSITY**
Average 54 units per acre

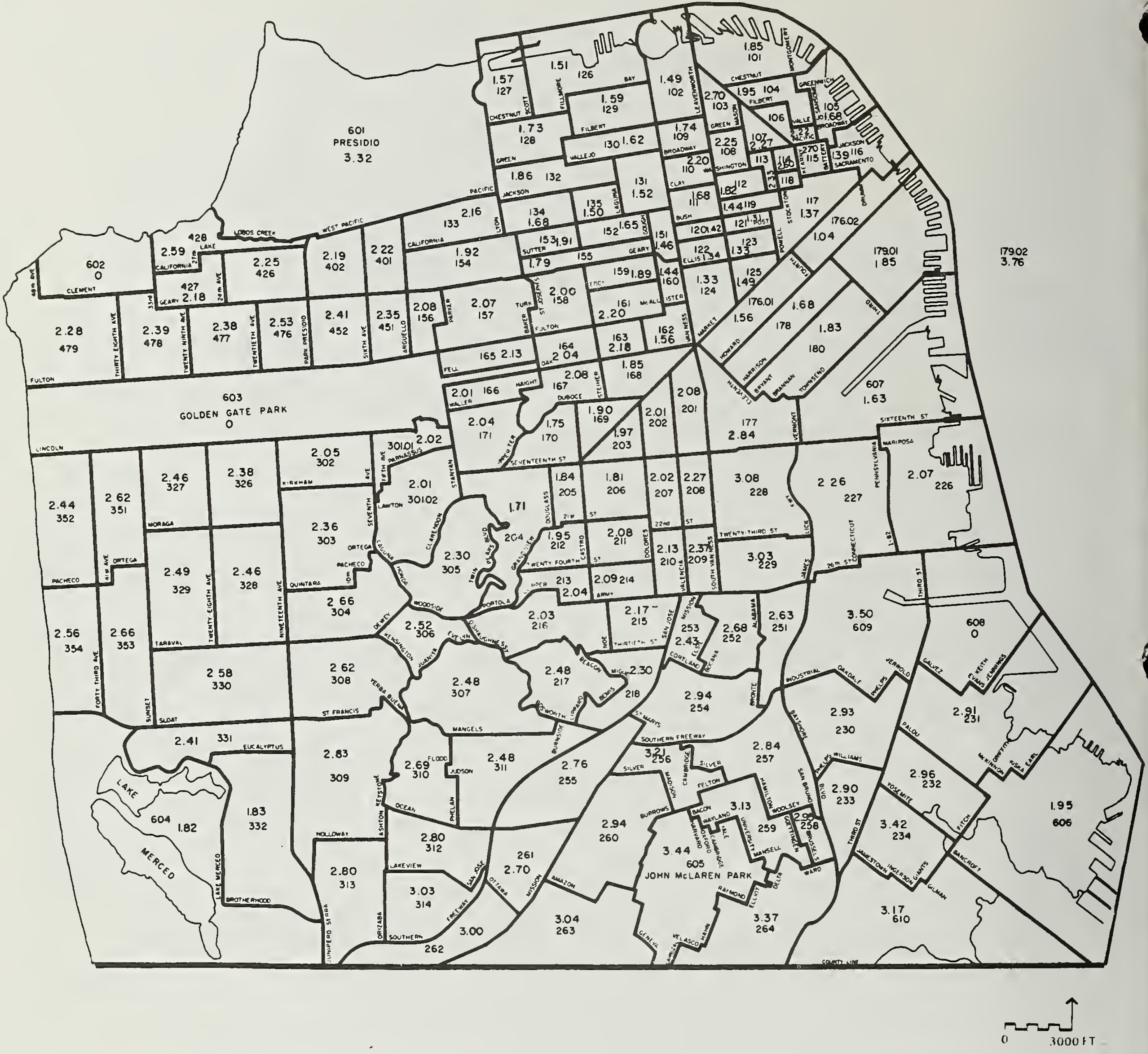
○ **AREAS PROPOSED FOR REZONING**
(Appropriate densities will be determined in the rezoning studies.)

▨ **MODERATELY HIGH DENSITY**
Average 91 units per acre

■ **HIGH DENSITY**
Average 283 units per acre

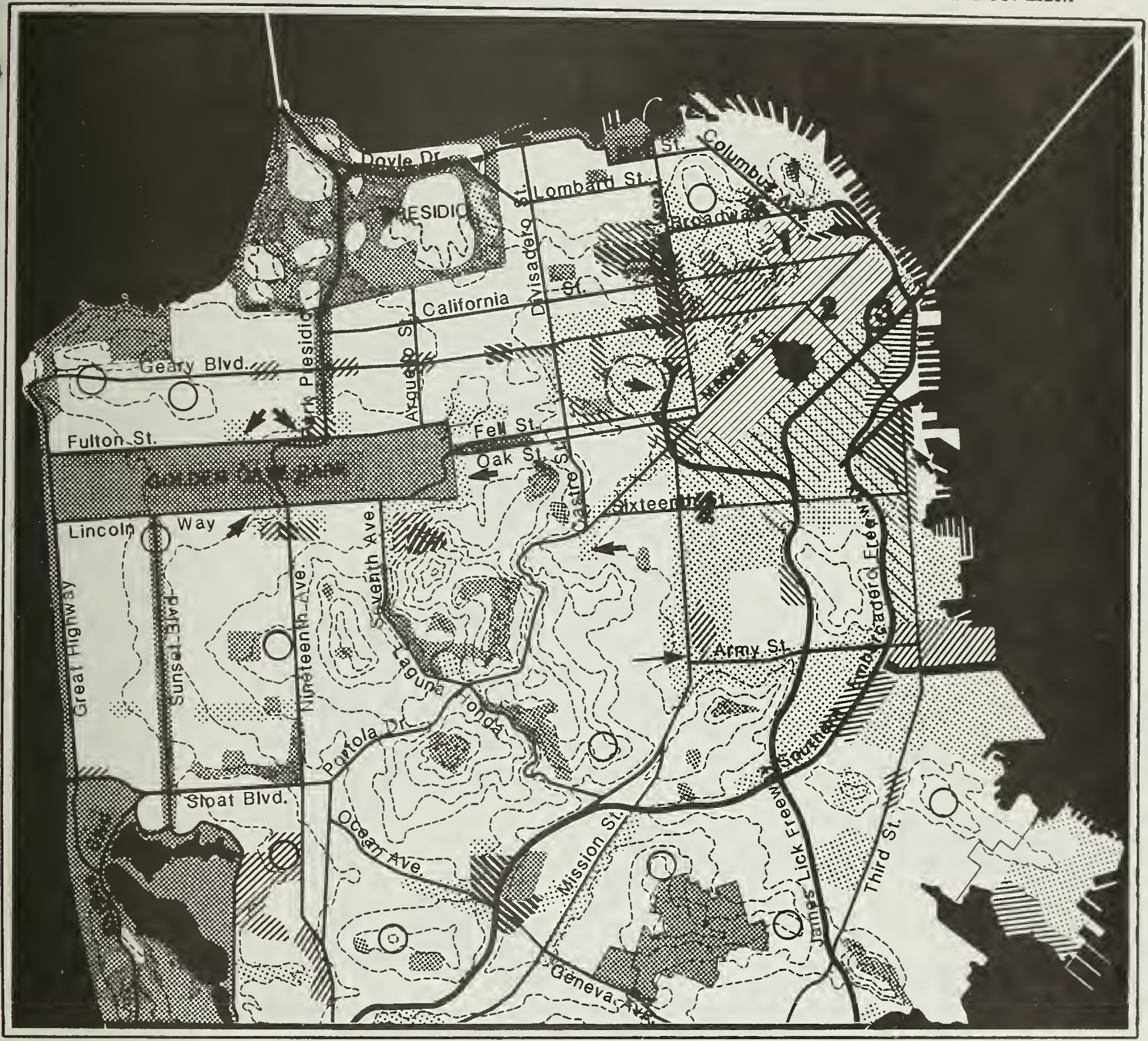
□ **PUBLIC AND HEAVY INDUSTRIAL AREAS**

Source: **Residence Element**


601
PRESIDIO
3.32
602
0
603
GOLDEN GATE PARK
0
604
1.82
LAKE
MERCED
605
3.44
JOHN McLAREN PARK
606
1.95
607
1.63
608
0
609
3.50
610
3.17
179.01
1.85
179.02
3.76
1.85
101
1.57
127
1.51
126
1.49
102
1.59
129
1.73
128
1.62
130
1.74
109
2.70
103
1.95
104
105
1.68
106
2.25
108
2.20
110
2.27
107
113
114
2.50
116
1.39
115
2.70
118
117
1.37
1.86
132
131
1.52
134
1.68
135
1.50
1.68
111
1.82
112
1.44
119
121
1.31
120
1.42
122
1.34
123
1.33
2.16
133
1.91
153
152
1.65
151
1.46
1.92
154
1.79
155
159
1.89
1.44
160
1.33
124
125
1.49
176.02
1.04
176.01
1.56
1.68
178
1.83
180
2.07
157
2.00
158
161
2.20
162
1.56
163
2.18
164
2.04
165
2.13
2.08
156
1.85
168
2.01
166
2.08
167
2.04
171
1.75
170
1.90
169
1.97
203
2.01
202
2.08
201
177
2.84
2.05
302
301.01
2.02
2.01
301.02
1.71
1.84
205
1.81
206
2.02
207
2.27
208
3.08
228
2.26
227
2.07
226
2.59
428
2.25
426
427
2.18
2.19
402
2.22
401
2.28
479
2.39
478
2.38
477
2.53
476
2.41
452
2.35
451
2.44
352
2.62
351
2.46
327
2.38
326
2.36
303
2.30
305
204
1.95
212
2.08
211
2.13
210
2.37
209
3.03
229
2.56
354
2.66
353
2.49
329
2.46
328
2.66
304
2.52
306
213
2.04
2.09
214
2.03
216
2.17
215
253
2.43
2.68
252
2.63
251
2.58
330
2.62
308
2.48
307
2.48
217
2.30
218
2.94
254
2.93
230
2.91
231
2.41
331
2.83
309
2.69
310
2.48
311
2.76
255
3.21
256
2.84
257
2.90
233
2.96
232
1.83
332
2.80
312
261
2.70
2.94
260
3.13
259
2.9
258
3.42
234
2.80
313
3.03
314
3.00
262
3.04
263
3.37
264
0
3000 FT

1980 CENSUS HOUSING
Mean Number of Persons per Unit

Source: Residence Element

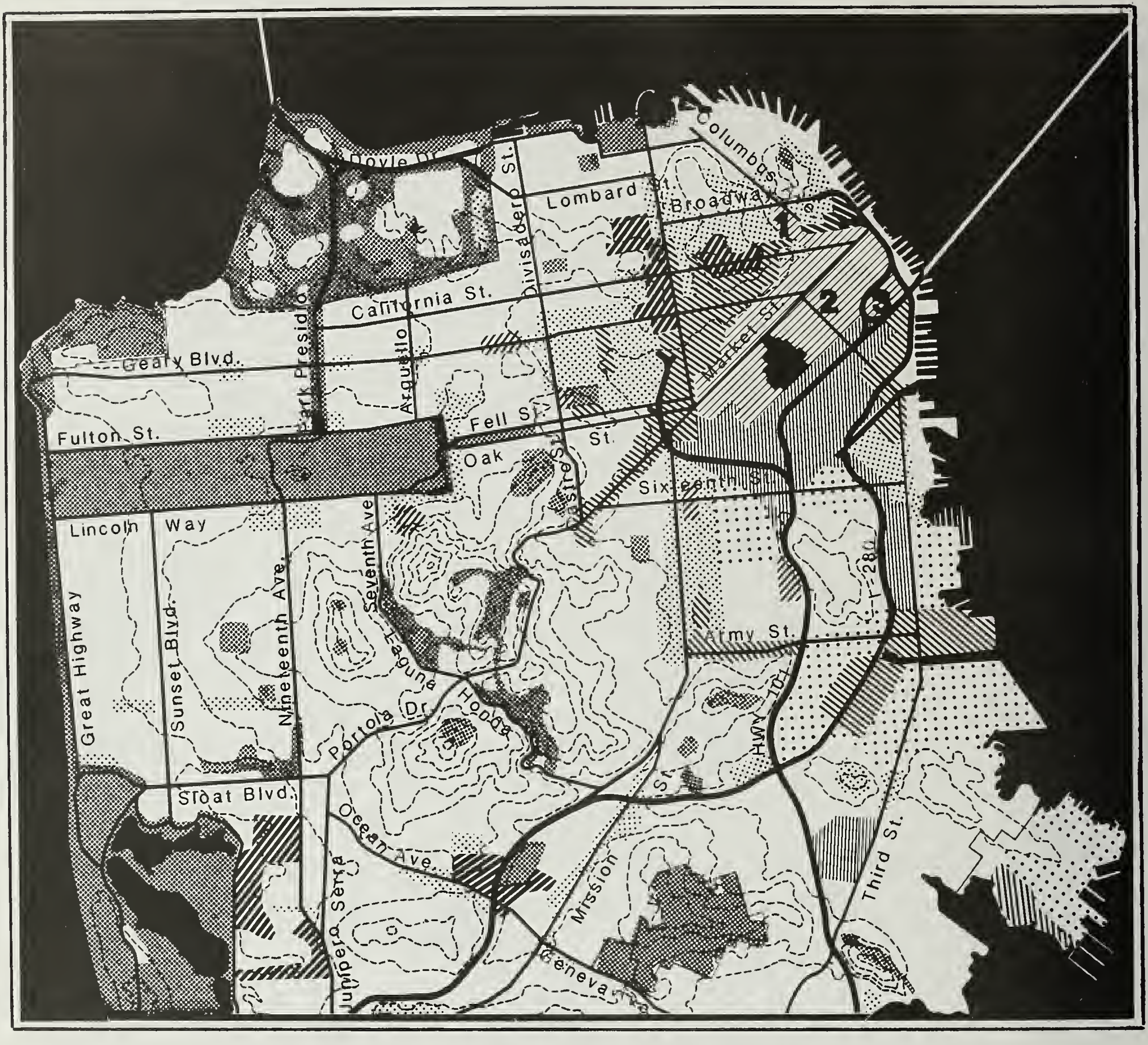

Doyle Dr.
PRESIDIO
Lombard St.
Columbus Ave.
Broadway
St.
California
Divisadero St.
Geary Blvd.
Park Presidio
Arguello St.
Fulton St.
Fell St.
Oak St.
Golden Gate Park
Lincoln Way
Castro St.
Sixteenth St.
Seventh Ave.
Nineteenth Ave.
Sunset Blvd.
Great Highway
Laguna Honda
Portola Dr.
Army St.
Southern Embarcadero Frwy
Sloat Blvd.
Ocean Ave.
Mission St.
Geneva Ave.
James Lick Frwy
Third St.
1
2
3

URBAN DESIGN GUIDELINES FOR HEIGHT OF BUILDINGS

☐	0–40 ft	▩	OPEN SPACE Any Development Subject To Review
░	41–88 ft	▧	MAXIMUM HEIGHT Elevation Of Freeway
▨	89–160 ft	○	POINT TOWERS IN VICINITY
▨	161–240 ft	▤	1. See Chinatown Area Plan 2. See Downtown Plan 3. See Rincon Hill Plan
■	241–400 ft		
➞	LOWER END OF RANGE		
→	MIDDLE OR LOWER END OF RANGE		

0 ONE MILE

Source: Urban Design Element


Doyle Dr.
Lombard St.
Columbus Ave.
Broadway
1
2
3
California St.
Divisadero St.
Park Presidio
Geary Blvd.
Arguello
Market St.
Fulton St.
Fell St.
Oak St.
Castro St.
Sixteenth St.
Lincoln Way
Seventh Ave.
Great Highway
Sunset Blvd.
Nineteenth Ave.
Laguna Honda
Portola Dr.
I-280
Army St.
Hwy 101
Sloat Blvd.
Ocean Ave.
Mission St.
Junipero Serra
Geneva
Third St.

URBAN DESIGN GUIDELINES FOR BULK OF BUILDINGS

	Guidelines Apply Above Height Of	Guidelines For Maximum Plan Dimension	Guideline For Maximum Diagonal Plan Dimension
░	40 ft	110 ft	125 ft
▧	80 ft	110 ft	125 ft
▨	40 ft*	110 ft*	140 ft*
▥	40 ft	250 ft	300 ft
⁘	60 ft	250 ft	300 ft
■	150 ft	250 ft	300 ft

□ **Bulk Regulated By Height Controls**

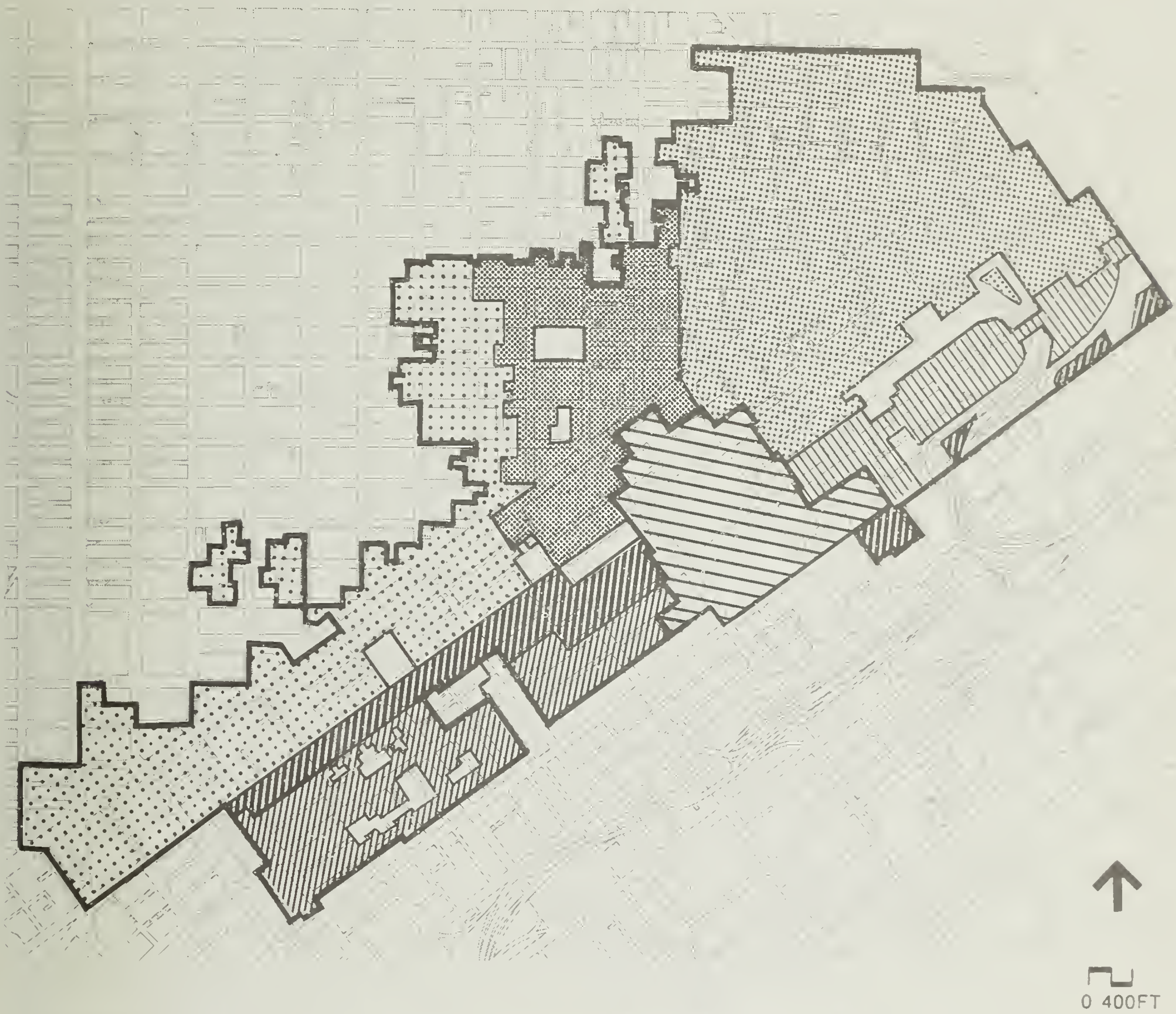
▩ **OPEN SPACE: Any Development Subject To Review**

▤
1. **See Chinatown Area Plan**
2. **See Downtown Plan**
3. **See Rincon Hill Plan**

*** Also Applies To Point Towers Where Designated In Urban Design Guidelines For Height Of Buildings.**

0 ONE MILE

Source: Urban Design Element

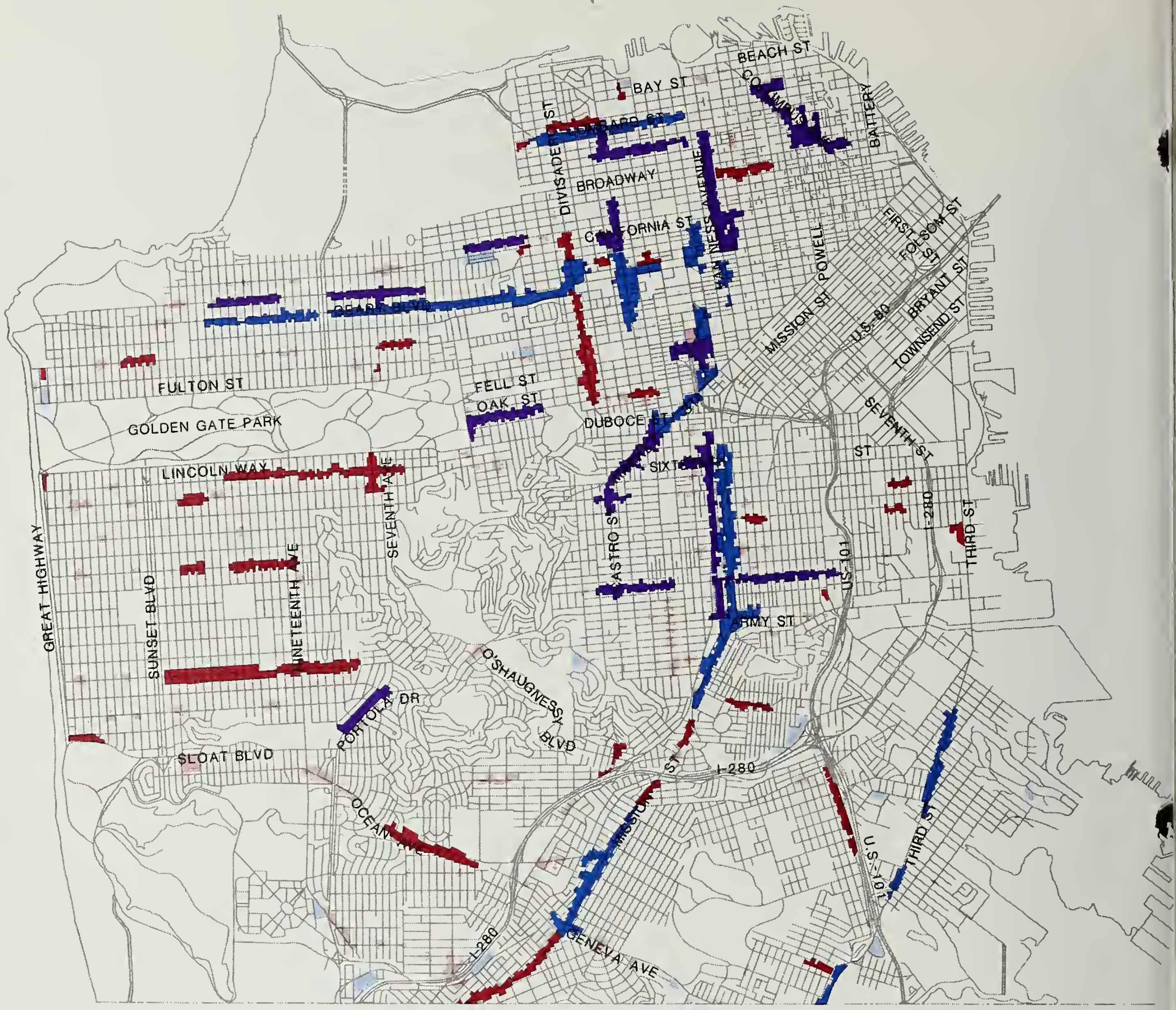


DOWNTOWN LAND USE AND DENSITY PLAN

	Predominant Commercial Use Type	Building Commercial Intensity		Appropriate Zoning District
		Density*	Height	
░	Downtown Office	FAR 9:1		C-3-O
‖‖‖‖	Downtown Office	6:1		C-3-O (SD)
▓	Downtown Retail	6:1		C-3-R
⁚⁚⁚	Downtown General Commercial	6:1		C-3-G
▨	Downtown Service	5:1		C-3-S
▧	Downtown Service, Industrial Housing Conservation	2:1 office, 5:1 other		C-3-S (SU)
╲╲╲	Mixed Use	See Yerba Buena Center Redevelopment Plan		

*Unused FAR may be transferred from preservation sites to development sites up to a maximum FAR of 18:1 in the C-3-O and C-3-O (SD) districts and up to one and one half times the basic FAR in the C-3-R, C-3-G and C-3-S districts. See Preservation of the Past Chapter.

Source: Downtown Area Plan

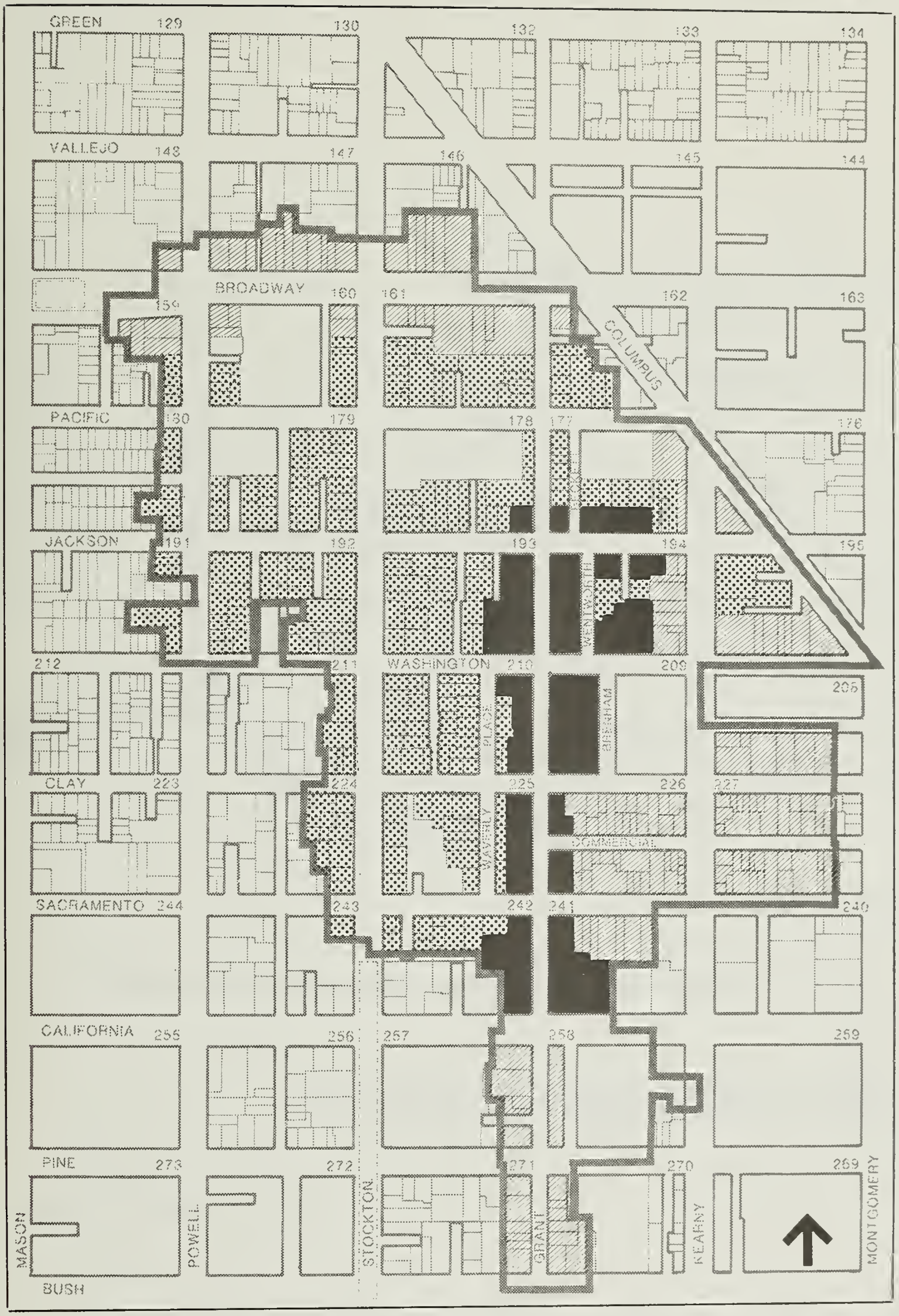

BEACH ST
BAY ST
COLUMBUS
BATTERY
LOMBARD ST
DIVISADERO ST
BROADWAY
VAN NESS AVENUE
CALIFORNIA ST
POWELL
FIRST ST
FOLSOM ST
MISSION ST
U.S. 80
BRYANT ST
TOWNSEND ST
GEARY BLVD
FULTON ST
FELL ST
OAK ST
DUBOCE ST
GOLDEN GATE PARK
SEVENTH ST
LINCOLN WAY
SEVENTH AVE
SIXTEENTH
CASTRO ST
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
I-280
THIRD ST
US 101
ARMY ST
O'SHAUGNESSY BLVD
PORTOLA DR
SLOAT BLVD
OCEAN AVE
MISSION ST
I-280
U.S. 101
THIRD ST
GENEVA AVE
I-280

GENERALIZED NEIGHBORHOOD COMMERCIAL LAND USE AND DENSITY PLAN

0 3000 FT

		Commercial Intensity (Stories)
▨	Neighborhood Cluster	1
🟥	Small Scale Neighborhood District	1-2
🟦	Moderate Scale Neighborhood District	1-4
▨	Neighborhood Shopping Center	1-4
🟪	Individual Neighborhood District	1-4

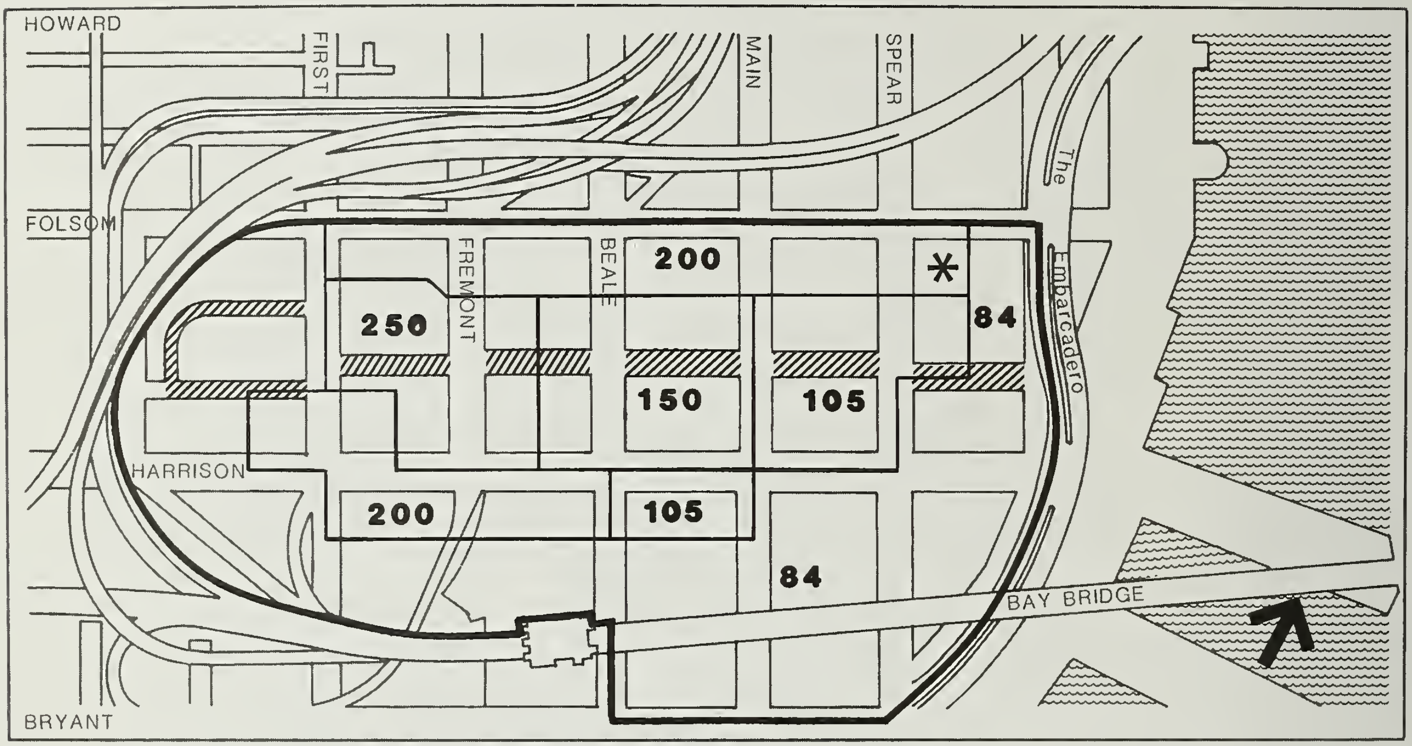
Source: Commerce and Industry Element


GREEN
129
130
132
133
134
VALLEJO
148
147
146
145
144
BROADWAY
159
160
161
162
163
COLUMBUS
PACIFIC
180
179
178
177
176
JACKSON
191
192
193
194
195
WENTWORTH
212
211
WASHINGTON
210
209
208
PLACE
BRENHAM
CLAY
223
224
225
226
227
WAVERLY
COMMERCIAL
SACRAMENTO
244
243
242
241
240
CALIFORNIA
255
256
257
258
259
PINE
273
272
271
270
269
BUSH
MASON
POWELL
STOCKTON
GRANT
KEARNY
MONTGOMERY

CHINATOWN LAND USE AND DENSITY PLAN

	PREDOMINANT COMMERCIAL USE TYPE	BUILDING COMMERCIAL INTENSITY DENSITY	APPROPRIATE ZONING DISTRICT
░	Chinatown Residential Neighborhood Commercial	FAR 1.0 : 1	CRNC
▨	Chinatown Community Business	2.8 : 1	CCB
■	Chinatown Visitor Retail	2.0 : 1	CVR

Source: Chinatown Area Plan


HOWARD
FIRST
MAIN
SPEAR
The Embarcadero
FOLSOM
FREMONT
BEALE
200
*
84
250
150
105
HARRISON
200
105
84
BAY BRIDGE
BRYANT

HEIGHT LIMITS

▨ Pedestrian Street (See Map 5, Publicly Accessible Open Space Opportunities)

* Note:

Height on this portion of Block 3744 is subject to further review and analysis of the Hills Brothers project.

Source: Rincon Hill Area Plan